



# 255 SEVENTH STREET (WESTBROOK PLAZA) PROJECT

## Draft Environmental Impact Report

Planning Department Case No. 2004.0588E

State Clearinghouse No. 2006092050

Draft EIR Publication Date: February 24, 2007

Draft EIR Public Hearing Date: April 5, 2007

Draft EIR Public Comment Period: February 24, 2007 until April 9, 2007

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## PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER  
(415) 558-6378

DIRECTOR'S OFFICE  
PHONE: 558-6411  
4TH FLOOR  
FAX: 558-6426

ZONING ADMINISTRATOR  
PHONE: 558-6350  
5TH FLOOR  
FAX: 558-6409

PLANNING INFORMATION  
PHONE: 558-6377  
MAJOR ENVIRONMENTAL  
FAX: 558-5991

COMMISSION CALENDAR  
INFO 558-6422  
INTERNET WEB SITE  
[WWW.SFGOV.ORG/PLANNING](http://WWW.SFGOV.ORG/PLANNING)

DATE: February 24, 2007

TO: Distribution List for the 255 Seventh Street (Westbrook Plaza) Project EIR

FROM: Paul Maltzer, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 255 Seventh Street (Westbrook Plaza) Project (Case No. 2004.0588E)

This is the Draft of the Environmental Impact Report (EIR) for the 255 Seventh Street (Westbrook Plaza) Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document entitled "Comments and Responses," which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments, along with copies of the letters received and a transcript of the public hearing. The Comments and Responses document may also specify changes to this Draft EIR. Public agencies and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR, together with the Comments and Responses document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Comments and Responses document have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR, in Adobe Acrobat format on a compact disk (CD), to private individuals only if they request them. Therefore, if you would like a copy of the Final EIR, please fill out and mail the postcard provided inside the back cover to the Major Environmental Analysis division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy.

Thank you for your interest in this project.

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# CHAPTER I

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## Summary

### A. Project Description (p. 16)

Project sponsors, Mercy Housing California (MHC), a non-profit developer, and South of Market Health Center (SMHC), a private non-profit ambulatory health center, propose to develop, in conjunction with its development consultant, the Westbrook Plaza Project, to be located at 255 Seventh Street (Assessor's Block 3731, Lots 126 and 154).

The existing site includes a one-story, approximately 18-foot high commercial building totaling about 2,000 square feet and a one-story, approximately 18-foot high building totaling about 960 square feet. Both buildings are located in the northwest corner of the project site and front Seventh Street. The rest of the lot is occupied by a surface parking lot.

The proposed project would result in the construction of two new buildings containing, in combination, 49 affordable housing units and a health clinic, the South of Market Health Center (SMHC). A five-story, 50-foot building with three levels of residential above a two-level health center would front Seventh Street (the Seventh Street Building). A four-story, 40-foot residential building would front Moss Street (the Moss Street Building). The two buildings would share a mid-block courtyard (see Figure 2 on page 18). The proposed project would also include a subsurface parking lot under the entire parcel. The subsurface lot would accommodate about 45 parking spaces. The project sponsor is proposing to merge lots 126 and 154.

The project site is currently comprised of two lots, both of which have portions within the SLR (Service/Light Industrial/Residential Mixed Use) and RED (Residential Enclave) zoning districts and within the 50-X/40-X height and bulk districts. The Seventh Street building would be sited within the 50-X height and bulk district and the Moss Street building would be sited within the 40-X height and bulk district. The project would comply with the requirements of the SLR/RED zoning districts and the 50-X/40-X height and bulk districts.

### B. Main Environmental Effects

#### Land Use, Planning, and Population (p. 39)

The project area is characterized by a mix of uses, with PDR, residential, and retail uses predominating. The proposed project would change the character of the project site and immediate vicinity, but would not

fundamentally alter this mix of uses: the neighborhood currently contains both large-scale, supportive and affordable residential development (on Sixth Street between Mission and Market Streets) and smaller-scale, mostly older, market-rate residential units (principally along mid-block alleys, such as Moss, Rausch, Harriet, Langton, and Sumner Streets). The proposed new buildings, at four and five stories and approximately 40 and 50 feet in height, would be taller and more massive than the two one-story structures and the surface parking lot presently on the project site. However, the new buildings would be comparable in height to other buildings in the project area. Also, the proposed project would be of a contemporary design, elements of which are intended to relate to the predominately industrial architectural vernacular and visual mix of the larger South of Market neighborhood. Together, the proposed project and the recently completed residential and mixed-use buildings, such as the 1101 Howard Street and 190 Seventh Street buildings within one block of the project site, would constitute a small concentration of larger-scale, modern residential construction. The proposed project would (1) replace an existing surface parking lot with modern buildings that would include street landscaping; (2) be comparable in height and bulk with other buildings in the project vicinity; and (3) create a continuous street wall along Seventh and Moss Streets. Therefore, the two buildings would not present a psychological or visual barrier substantial enough to divide the neighborhood or to adversely affect the character of the neighborhood.

The proposed project would increase the residential population on the project site as well as the number of employed persons working at the site, compared to existing conditions, displacing the 11 employees of the current businesses on the project site (a surface parking lot and a computer-related business). Moreover, the types of jobs available on the site would change. However, the loss of 11 jobs would not be considered displacement of "a large number of people." The project would not displace any existing residents, as no residential uses currently exist on the site. In as much as the proposed project would provide healthcare and supportive services to low-income individuals and would consist of 100 percent affordable housing, the project would therefore directly reduce, albeit incrementally, the City's need for affordable housing.

In terms of cumulative impacts, particularly with regard to the supply of land and building space available for PDR uses, the proposed project would contribute to a loss of land zoned for PDR uses by converting the project site to residential and institutional establishments and, thus, precluding the construction of potential new future PDR-related establishments at the site. According to Section 124 of the San Francisco Planning Code, sites within SLR district allow a floor area ration (FAR) of 2.5:1 for the development of industrial uses. The portion of the site zoned SLR is approximately 15,090 square feet in area. Therefore, a maximum of 37,725 gross square feet (as defined by Section 102.9 of the Planning Code) of PDR space could be yielded from the portion of the site that would permit PDR uses.

The loss of potential PDR uses can also be calculated based on the maximum number of people that could be employed by PDR establishments if the site were to be converted to PDR-related uses. The exact number of potential jobs not realized due to implementation of the proposed project is difficult to calculate since different PDR uses employ different numbers of staff. Assuming 344 square feet of



building space per employee, the density of PDR employment in SoMa, the approximately 37,725 gross square feet of PDR building space has the potential to employ as many as 109 PDR staff. However, the Planning Department forecasts that SoMa could lose between about 2,300 and 7,900 PDR jobs by 2025. While the number of potential jobs that would be precluded by the project represents only a small portion of this PDR job loss, the proposed project would, nevertheless, contribute to this change. The project's contribution to the loss of land available for PDR use is considered a significant cumulative land-use impact.

Because the project's contribution to the cumulative impact would result from the change of use that is proposed as part of the project, no mitigation has been identified for this cumulative impact, as avoiding the change of use would preclude implementation of the proposed project.

In terms of the City's need for affordable housing, it has been argued that recent and ongoing development in formerly light industrial neighborhoods such as SoMa and the Mission District has had a cumulative effect on the availability and cost of sites potentially suitable to accommodate affordable housing and supportive services for lower-income and homeless persons. This argument posits that, as developers acquire sites at relatively lower land costs in these neighborhoods, non-profit developers and service providers are increasingly less able to afford locations for the construction of affordable housing projects and related services. Because the proposed project would provide 100 percent affordable and supportive housing and would be undertaken by a non-profit organization, it would not contribute to the potential cumulative effect hypothesized above. For this reason, this impact would be considered less than significant.

## Historical Resources (p.50)

The proposed project would result in demolition of two buildings and a surface parking lot on the project site and construction of two new buildings: a five-story, 50-foot building with three levels of residential above a two-level health center would front Seventh Street and a four-story, 40-foot residential building would front Moss Street. In combination, the buildings would contain 49 affordable dwelling units. Neither of the project site buildings appear individually eligible for listing in the National Register or California Register, although the 227 Seventh Street building contributes to a potential South of Market historic district due to its relatively high level of physical integrity, and contextual contribution to the larger neighborhood (potential historic district), and thus the 227 Seventh Street building is considered an historical resource under CEQA. Since the proposed project proposes to demolish the 227 Seventh Street building, it would result in a significant impact that could not be mitigated to a less-than-significant level.

The loss of the 227 Seventh Street building would not, in itself, adversely affect the potential historic district, because the potential historic district would have an incrementally, but not substantially, diminished capacity to convey the sense of a relatively intact, industrial and working class residential neighborhood constructed primarily during the two decades following the 1906 Earthquake and Fire. Moreover, the building is not identified as individually eligible for the California Register, as it was not determined to be associated with events or persons of sufficient historic significance or to sufficiently

embody distinctive characteristics of style, type, or period to warrant individual listing. However, demolition of the 227 Seventh Street building, combined with other past, present and foreseeable future projects in the South of Market neighborhood would result in the loss of additional contributing resources to a potential SoMa historic district, and this would be considered a cumulative significant impact of the proposed project.

The proposed new buildings would be two to three stories taller than most nearby buildings. The proposed project would be of similar scale as the five-story, modern residential buildings at 1101 Howard Street and 190 Seventh Street, located on the corner of Howard and Seventh Streets, several hundred feet from the project site. Overall, the proposed project would depart from SoMa's historical development pattern of brick and concrete commercial and light industrial facilities along the main streets and smaller-scale wood-frame residential uses on the alleys. It would, however, continue the patterns of constructing wood-frame residential uses on the alleys, although the proposed building on Moss Street would be of greater height and bulk than the smaller residential development currently located in the project vicinity. Moreover, as to use, the proposed project would add an additional residential use onto one of the neighborhood's main streets, as opposed to the historical pattern of most residential uses occupying the alleys. While this would alter historical relationships between buildings, the project would be consistent with the contemporary context of recently constructed larger residential building in the immediate neighborhood and nearby, most of which have at least one frontage on a major street.

Although intended to reflect architectural cues from surrounding industrial buildings, the proposed project would noticeably contrast with the relatively low-rise, smaller-scale, brick and concrete industrial buildings with steel industrial sash windows in the project vicinity. These changes would not likely be of a sufficient magnitude to disqualify the South of Market, or even the smaller Western SoMa neighborhood, from consideration for listing as a historic district, and thus construction of the proposed project would not result in a significant effect on the potential historic district.

## **C. Areas of Controversy and Issues to be Resolved**

The primary issues to be resolved are the project's contribution to a potential cumulative impact regarding the loss of land that allows PDR uses in the project vicinity and the eastern portion of San Francisco (see Section III.A, Land Use, Planning, and Population, p. 39), and the proposed demolition of a building on the project site that is identified as historical resources under CEQA (see Section III.B, Historical Resources, p. 50).



## D. Main Mitigation Measures (p. 71)

### Historical Resources

#### Mitigation Measure 1—HABS-Level Recordation

To partially offset the loss of the 227 Seventh Street building, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- **Written data:** A brief report documenting the existing conditions and history of the building shall be prepared, focusing on the building's architectural and contextual relationship with the greater Eastern SoMa neighborhood.
- **Photographs:** Photographs with large-format (4x5-inch) negatives shall be shot of exterior and interior views of the 227 Seventh Street building. Historic photos of the building, where available, shall be photographically reproduced. All photos shall be printed on archival fiber paper.
- **Drawings:** Existing architectural drawings (elevations and plans) of the 227 Seventh Street building, where available, shall be photographed with large format negatives or photographically reproduced on mylar.

The completed documentation package shall be submitted to local and regional archives, including but not limited to, the San Francisco Public Library History Room, the California Historical Society and the Northwest Information Center at Sonoma State University in Rohnert Park.

Implementation of this mitigation measure would not reduce the project's significant adverse impact to a less-than-significant level. State CEQA Guidelines Section 15126.4 states that, "In some circumstances, documentation of an historical resource, by way of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur." As such, HABS recordation does not fully mitigate the loss of historic structures. Although the primary significance of the 227 Seventh Street building relates to its contextual association with the SoMa neighborhood and not as a significant work of architecture, nonetheless, demolition of the 227 Seventh Street building would result in significant, unavoidable impact on historical resources.

### Archaeological Resources

#### Mitigation Measure 2 – Archaeological Testing, Monitoring, and Data Recovery

- \* Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological

testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure and the requirements of the project archeological research design and treatment plan (Archeo-Tec, Archaeological Research Design & Treatment Plan for the Westbrook Plaza Project, City and County of San Francisco, CA, March 2006). In instances of any inconsistency between the requirements of the project archeological research design and treatment plan and of this archeological mitigation measure, the requirements of the latter shall prevail. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in state CEQA Guidelines Sect. 15064.5 (a)(c).

*Archeological Testing Program.* The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A. The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- B. A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

*Archeological Monitoring Program.* If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;



- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archeological Data Recovery Program.* The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.

- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Section 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (state CEQA Guidelines Section 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archeological Resources Report.* The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

## Air Quality

### Mitigation Measure 3 – Construction Air Quality

- \* The project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.



## Hazardous Materials

### Mitigation Measure 4—Underground Tanks and Contamination

\* ***Step 1: Determination of Presence of Lead-Contaminated Soils.***

The project sponsor shall submit the Phase I and Phase II Environmental Site Assessments and a fee of \$425 in the form of a check payable to the San Francisco Department of Public Health, to the Hazardous Waste Program, Department of Public Health, 101 Grove Street, Room 214, San Francisco, California 94102. The fee of \$425 shall cover five hours of soil testing report review and administrative handling. If additional review is necessary, Department of Public Health shall bill the project sponsor for each additional hour of review over the first five hours, at a rate of \$85 per hour. These fees shall be charged pursuant to Section 31.47(c) of the San Francisco Administrative Code. Department of Public Health shall review the soil testing report to determine whether soils on the project site are contaminated with lead at or above potentially hazardous levels.

If Department of Public Health determines that the soils on the project site are not contaminated with lead at or above a potentially hazardous level (i.e., below 50 ppm soluble lead), no further mitigation measures with regard to lead-contaminated soils on the site would be necessary.<sup>1</sup>

***Step 2: Preparation of Site Mitigation Plan.***

If based on the results of the soil tests conducted, Department of Public Health determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the Department of Public Health shall determine if preparation of a Site Mitigation Plan (SMP) is warranted. If such a plan is requested by the Department of Public Health, the SMP shall include a discussion of the level of lead contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a combination); 2) the preferred alternative for managing contaminated soils on the site and a brief justification; and 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site. The SMP shall also outline proposed exploratory techniques to confirm the presence or absence of the suspected UST at the western edge of the project site to properly plan for its removal, if found, during site excavation. Any identified USTs shall be removed from the property and disposed of in accordance with applicable regulations. Soil beneath the USTs shall be visually inspected for soil and/or groundwater contamination. If contamination is detected, the impacted materials shall be tracked and managed throughout the construction phase. If deemed necessary, impacted materials shall be mitigated prior to construction. The SMP shall be submitted to the Department of Public Health for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.

***Step 3: Handling, Hauling and Disposal of Lead-Contaminated Soils.***

(a) specific work practices: If based on the results of the soil tests conducted, Department of Public Health determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e.,

<sup>1</sup> The Hazardous Materials Mitigation Measure presented in the Initial Study incorrectly identified the potentially hazardous lead level at 50 ppm for total lead. However, per information received from the Department of Toxic Substances Control and the San Francisco Department of Public Health, the potentially hazardous lead levels occur at 50 ppm of soluble lead.

characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations, including OSHA lead-safe work practices) when such soils are encountered on the site.

(b) dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

(c) surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

(d) soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where lead-contaminated soils have been excavated and removed, up to construction grade.

(e) hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

#### ***Step 4: Preparation of Closure/Certification Report.***

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to Department of Public Health for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing lead-contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

## **E. Alternatives to the Proposed Project (p. 79)**

### **Alternative A: No Project**

This alternative would entail no change to the site, which would remain in its existing condition. Both buildings on the project site would be retained, as would the existing parking lot. The existing computer-related business is assumed to remain at 227 Seventh Street, at least in the immediate term, while the existing parking lot adjacent to 229 Seventh Street is also assumed to remain for the short term. The small (less than 1,000 square feet) building at 229 Seventh Street is assumed to remain occupied, at least initially by the current tenant, a parking lot operator. As to uses that could be developed on the project site if the project were not implemented, it is possible that the 229 Seventh Street building and adjacent parking lot would continue to be occupied by a vehicle-related use, similar to the current occupant of that site. For purposes of analysis, it is assumed that under this alternative a PDR business would ultimately occupy the entire project site, and that the site would therefore be used for publishing, audio/visual, arts, clothing, transport, food/event, furniture, construction, equipment, vehicle, or other PDR use.

Under this alternative, the project impacts that are described in Chapter III and in the Initial Study would not occur. In particular, the two buildings and the surface parking lot on the project site would not be demolished, and the project would not result in the loss of land available for PDR use. This alternative, therefore, would avoid the significant and unmitigable effect on land use (cumulative loss of PDR space) and historical resources (demolition of a contributory building, at 227 Seventh Street, to a potential



historic district and the cumulative effect on the potential historic district) that would occur with implementation of the proposed project. This alternative would result in no construction-related noise or air quality impacts (less than significant with migration included in the proposed project), nor would there be any potential exposure to—or, through mitigation, remediation of potentially contaminated soil, which would be a less-than-significant impact of the proposed project. Archaeological resources would not be affected; this effect would be less than significant, as with the proposed project. None of the less-than-significant transportation impacts of the proposed project would occur, nor would there be less-than-significant changes in views or wind or shadow impacts resulting from the proposed project.

## Alternative B: Use of 227 Seventh Street in the Project (Preservation Alternative 1)

This alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA, and would renovate the building and incorporate it into the proposed project, as an accessory space for the housing component (for example, as a meeting facility). The building at 229 Seventh Street, which is not a historical resource, would be demolished, as with the proposed project. For purposes of analysis, it is assumed that the renovation would be undertaken consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.<sup>2</sup> Under this alternative, the new Seventh Street building would be constructed as with the proposed project, except that the new building would extend along Seventh Street only as far north as the southern wall of 227 Seventh Street, the façade of which would be retained and rehabilitated. The new building would be constructed adjacent to the 227 Seventh Street building, and openings would be created in the side (south) wall of the existing 227 Seventh Street building to connect the floor area within that building to the remainder of the project's first-floor space. The Moss Street building would be constructed at the same size as is proposed under the project. The 227 Seventh Street building would also undergo seismic strengthening.

Alternative B would result in the net reduction of almost 4,000 square feet of floor space for the SMHC. According to the project sponsor, this floor space reduction means that two or more programs, such as the dental program and another program, would have to be withdrawn from those that would otherwise be offered, or offered at a different site. Additionally, retaining and physically connecting the 227 Seventh Street building to the proposed new construction would entail alteration of the garage and ramp design and relocation of the ramp. This Alternative would also result in six fewer affordable units than under the proposed project.

By retaining the 227 Seventh Street building, this alternative would avoid significant and unmitigable effect on historic resources that would occur with implementation of the proposed project, assuming that

<sup>2</sup> The state CEQA Guidelines indicate that projects that are consistent with the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* ("Secretary's Standards") generally "shall be considered as mitigated to a level of less than a significant impact on the historic resource" (Section 15064.5(b)(3)). The *Secretary's Standards* are codified in National Park Service regulations (36 CFR 68) and included in the 1995 National Park Service publication *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Properties*, by Kay D. Weeks and Anne E. Grimmer, which is referenced in Section 15064.5 of the state CEQA Guidelines.

the rehabilitation is conducted in accordance with the *Secretary's Standards*. This alternative would also avoid the project's contribution to the cumulative significant impact on the potential historic district. This alternative, however, would not avoid the project's contribution to the cumulative significant land use impact resulting from the loss of land available for PDR use.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 71, and all other impacts of this alternative would also be less than significant. With this alternative, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services would be similar to or slightly less than those of the project. Any less-than-significant construction-related impacts would be of similar magnitude as for the project. Visual effects could also be incrementally less substantial than those of the proposed project, as 227 Seventh Street building would be retained and the new building would extend only as far north as its southern wall. Effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

## **Alternative C: Separate Reuse of 227 Seventh Street Building (Preservation Alternative 2)**

Like Alternative B, this alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA. However, under this alternative, the existing building would be put to separate use, not as part of the residential component of the project, and would not be seismically upgraded or otherwise rehabilitated. As with the proposed project and Alternative B, the existing non-historic building at 229 Seventh Street would be demolished. As with Alternative B, the new Seventh Street building would be constructed only as far north as the south wall of 227 Seventh Street, and the Moss Street building would be built as under the project. The 227 Seventh Street building could be retained as income property by the project sponsor, or could be sold. The existing computer-related business is assumed to remain at 227 Seventh Street, at least in the immediate term and, although the potential exists that a PDR business might occupy 227 Seventh Street in the future, this is assumed to be less likely than if the entire project site, including the existing parking lot, were available for PDR use, as under the No Project Alternative and PDR Construction Alternative. As with Alternative B, this alternative would result in the net reduction of almost 4,000 square feet of floor space for the SMHC. This Alternative would also result in six fewer affordable units than under the proposed project.

Alternative C would reduce the significant and unmitigable effects on historic resources that would occur with implementation of the proposed project. By retaining one of the buildings on the project site which has the potential to be used for PDR, this Alternative might reduce the project's contribution to the cumulative significant land use impact resulting from the loss of land zoned for PDR use, depending on the ultimate use to which the building were put.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 71, and similarly all other impacts of this alternative would



also be less than significant. With this alternative, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services would be similar to or slightly less than those of the project. Visual effects could be incrementally less substantial than those of the project, on the Seventh Street facade. Effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project. Because it would avoid the project's significant impact on historical resources and would retain a building which could accommodate PDR uses, this alternative would be considered the Environmentally Superior Alternative.

## **Alternative D: PDR-Related Development on Project Site (PDR Construction Alternative)**

Like Alternatives B and C, this alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA, and would develop the Seventh Street-facing sections of both lots into a PDR-related establishment while maintaining the Moss Street-facing sections of both lots to be used for PDR business parking. As mentioned in Chapter III, a variety of business types can be classified as PDR uses (among them publishing, audio/video, arts, fashion, transport, food/event, interior design, construction, equipment, motor vehicles). Therefore, while the exact nature of the business cannot be specified at this time, a number of business types would be appropriate for development at the site. The project would not result in the development of residential or health care uses on the site. Instead, an independent project sponsor would undertake the development of the site into a PDR-related business and would be required to undergo a separate project review and permitting process. As with the proposed project and Alternatives B and C, the existing non-historic building at 229 Seventh Street would be demolished. Under this alternative, neither the residential component of the proposed project nor the health care facility would be constructed.

Since this project would not result in the construction of any housing or health care uses on the project site and, thus, would not fulfill any of the project sponsor's objectives, it would be undertaken as a separate project. Although this alternative would retain the 227 Seventh Street building, it would not undertake its restoration or seismic upgrading.

Because this alternative would retain the 227 Seventh Street building, it would avoid the significant and unmitigable effect on historic resources that would occur with implementation of the proposed project and avoid the project's contribution to the cumulative significant impact on the potential historic district. Furthermore, by developing the remainder of the site with PDR and PDR-support uses, this alternative would also avoid the project's contribution to the cumulative significant land use impact resulting from the loss of land available for PDR use.

Depending on the scale and configuration of the project that would be constructed on the site under this Alternative, impacts would be either significant or less than significant, with some mitigation likely required. Because a number of possible developments would be feasible under this alternative, the exact nature of environmental impacts is difficult to gauge. Specific impacts would depend on the intensity of

development and architectural design(s) of the building(s). Since this alternative would limit the construction on site to light-industrial (PDR) uses, it is likely that impacts associated with traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services, would be less than those that would result from the proposed project, because daily and peak-hour traffic volumes would likely be fewer. Visual effects would be determined once a design for a possible PDR building is chosen, but would not be expected to be significant, given the height and bulk limits for the site. If the building design under this alternative requires a similar amount of grading and excavation as would be required for the project, effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

This alternative could also be considered an Environmentally Superior Alternative since it would avoid the project's significant impact on historical resources and would construct a building which would accommodate PDR uses. However, because the nature of the specific development which would occur under this alternative is speculative, the project developed under this alternative has the potential to result in other significant and unavoidable impacts which are currently unforeseen.

## Alternative E: Partial Preservation Alternative

Similar to Alternative B, this alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA, and would renovate the building and incorporate it into the proposed project as an accessory space for the housing component (for example, as a meeting facility). The building at 229 Seventh Street, which is not a historical resource, would be demolished, as with the proposed project. The 227 Seventh Street building would also undergo seismic strengthening. Unlike Alternative B, which would construct a new residential-clinic building adjacent to 227 Seventh Street, this alternative would construct the new building and would also build a portion of the housing component above the building at 227 Seventh Street (see Figure 10 on page 85). Thus, this alternative would retain intact approximately the front 25 feet of the historic building, while altering the rear of the building to accommodate the new construction above.

Alternative E would have three affordable housing units less than the proposed project. It would also have less SMHC floor space and a smaller garage. In this alternative a portion of the housing component would span above the existing building at 227 Seventh Street, but would be set back approximately 25 feet from the Seventh Street façade, thereby allowing the existing 227 Seventh Street building to continue to “read” as a separate structure from the street.

By retaining the façade and the front 25 feet of the 227 Seventh Street building, this alternative would lessen the significant effect on historic resources that would occur with implementation of the proposed project, but would not fully mitigate the impact, because the construction of the new residential building atop the rear portion of 227 Seventh Street is assumed to require such substantial alteration of the building that the changes would not be consistent with the *Secretary's Standards*. Moreover, the alterations to 227 Seventh Street would constitute “demolition” of the structure, as defined in Article 10 of the Planning



Code, which applies to landmarks and historic districts.<sup>3</sup> Therefore, it is assumed that this alternative would result in a significant impact on the historical resource, albeit a less severe impact than that of the proposed project. In addition, this alternative would constitute demolition, as defined under Article 10, and, therefore, would also contribute to a cumulative significant impact on the potential historic district, as would the proposed project.

As with the proposed project, this alternative would also contribute to the cumulative significant land use impact resulting from the loss of land zoned for PDR use.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 71, and all other impacts of this alternative would also be less than significant. With 46 supportive housing units and about 15,400 square feet of health clinic space, as well as historic restoration and seismic retrofitting, this alternative would have similar or slightly less severe impacts than would the proposed project in terms of effects resulting from the intensity of development; that is, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services would be similar to or slightly less than those of the project. Any less-than-significant construction-related impacts would be of similar magnitude as for the project. Visual effects could also be incrementally less substantial than those of the proposed project, as the façade of the 227 Seventh Street building would be retained. Effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

<sup>3</sup> Under Article 10, demolition is defined as any of four conditions: (1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); or (2) Removal of more than 50 percent of all external walls from their function as all external walls; or (3) Removal of more than 25 percent of external walls from function as either external or internal walls; or (4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code.

## CHAPTER II

### Project Description

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#### A. Site Location and Project Characteristics

##### Site Location

The proposed Westbrook Plaza project would be located at 255 Seventh Street (Assessor's Block 3731, Lots 126 and 154). The project site is mid-block between Howard and Folsom Streets in the South of Market (SoMa) neighborhood (see Figure 1 on page 17). The approximately 23,655-square-foot, T-shaped project site fronts the east side of Seventh Street (165 feet) and the west side of Moss Street (119 feet). The existing site includes a one-story, approximately 18-foot high commercial building totaling about 2,000 square feet and a one-story, approximately 18-foot high building totaling about 960 square feet. Both buildings are located in the northwest corner of the project site and front Seventh Street. The rest of the lot is occupied by a surface parking lot. Until recently, the project site was occupied by a Thrifty car rental business, which included 49 parking spaces and a small car wash. Currently, the project site is occupied by a surface parking lot. The proposed project would demolish both structures and eliminate the surface parking lot.

##### Project Characteristics

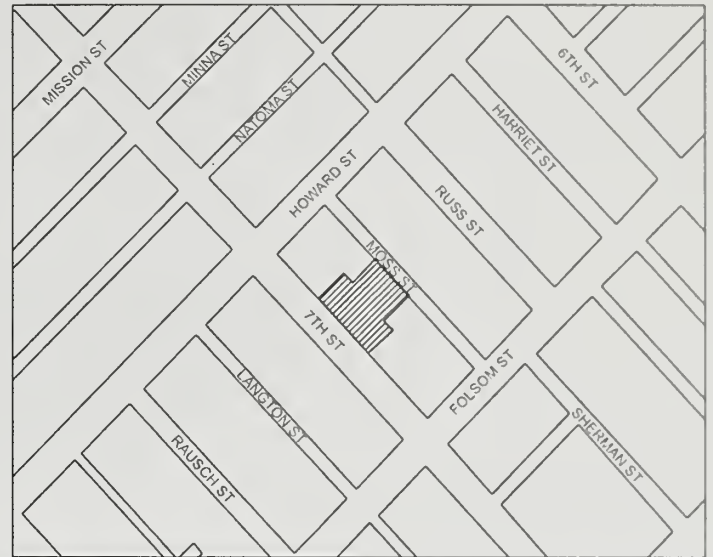
The proposed project would result in the construction of two new buildings containing affordable housing units and a health clinic, the South of Market Health Center (SMHC). A five-story, 50-foot building with three levels of residential above a two-level health center would front Seventh Street (the Seventh Street Building). A four-story, 40-foot residential building would front Moss Street (the Moss Street Building). The two buildings would share a mid-block courtyard (see Figure 2 on page 18). The proposed project would also include a subsurface parking lot under the entire parcel. The subsurface lot would accommodate about 45 parking spaces. Table 1 shows the development program for the proposed project.

The Seventh Street Building would contain the approximately 19,500-square-foot outpatient SMHC that would include a small pharmacy.<sup>4</sup> The SMHC would occupy the first and second floors of the building. The third, fourth and fifth floors of the Seventh Street Building would be occupied by 10 affordable

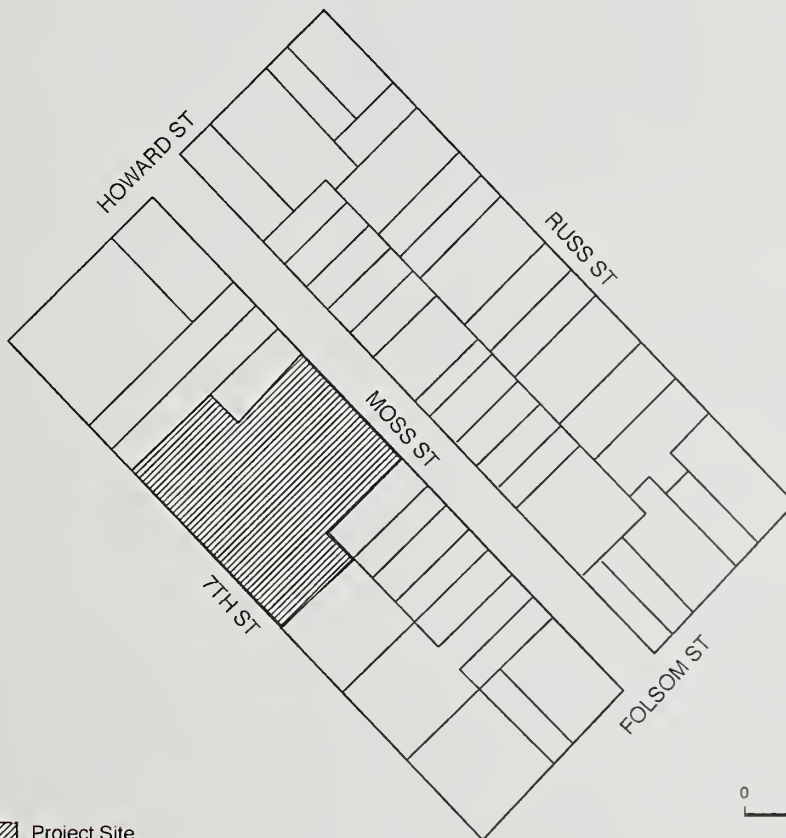
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<sup>4</sup> Currently, the South of Market Health Center (SMHC) is located at 551 Minna Street (between Sixth and Seventh Streets) about 3 blocks northeast of the project site. The existing SMHC is about 6,100 square feet with an additional 2,000 square feet of administrative space located at 1091 Mission Street. The target community and service area for the SMHC are low-income and medically underserved residents living primarily in the South of Market area.





Project Site



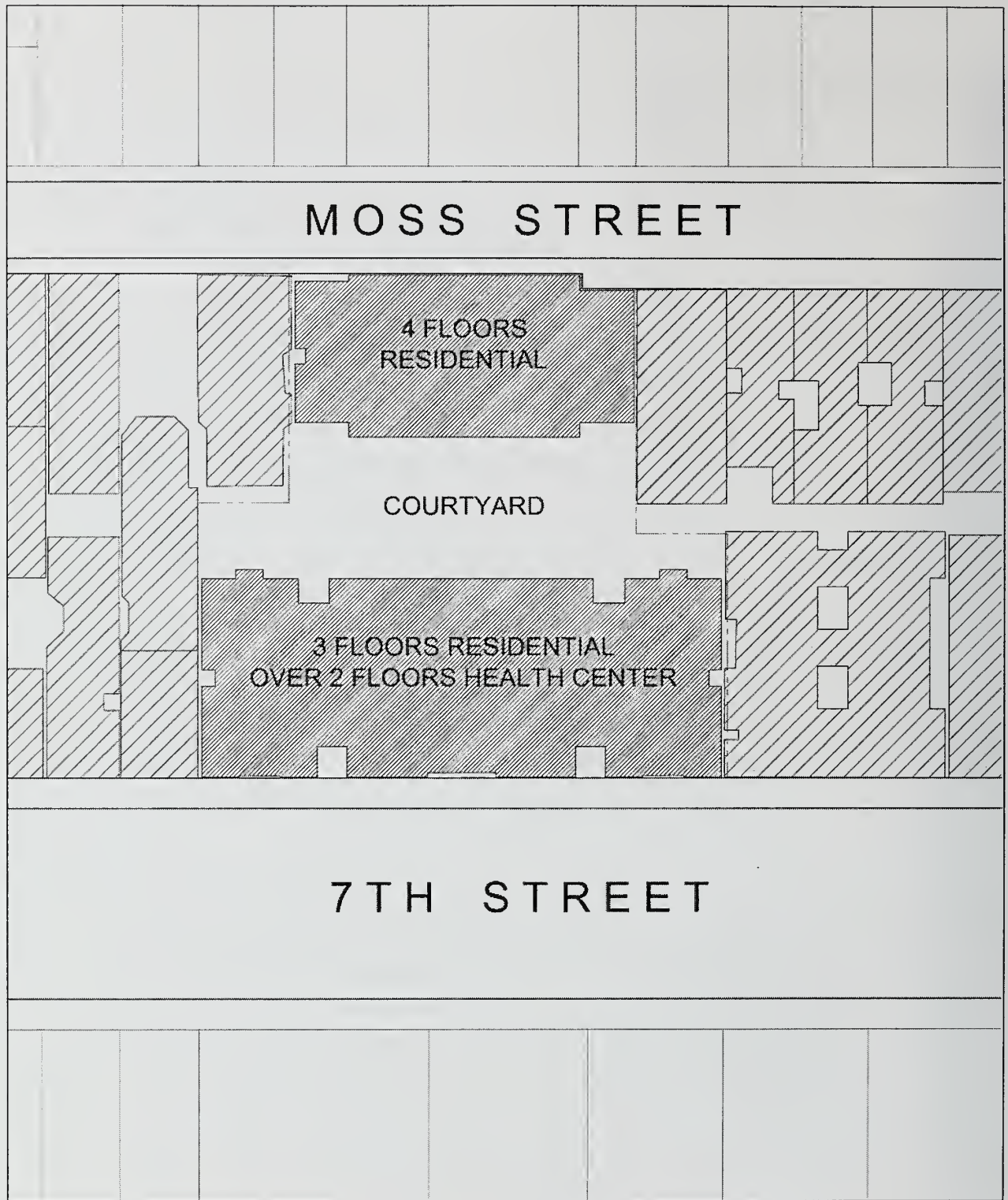
Project Site



SOURCE: ESA

Case No. 2004.0588E: 255 Seventh Street (Westbrook Plaza) Project 206306

**Figure 1**  
Project Location



SOURCE: Solomon E.T.C., a WRT Company,  
Schematic Design Check Set, Nov. 9, 2004

Case No. 2004.0588E: 255 Seventh Street (Westbrook Plaza) Project . 206306

**Figure 2**  
Site Plan

**TABLE 1**  
**WESTBROOK PLAZA DEVELOPMENT PROGRAM**

Uses	Seventh Street Building	Moss Street Building	Total
Residential (square feet)	35,474	20,861	56,335
Institutional, SMHC (square feet)	19,409	-	19,409
Parking (square feet)	-	-	22,497
<b>Total (square feet)</b>	-	-	<b>98,241</b>
Affordable Dwelling Units	30	19	49
1-Bedroom	12	2	14
2-Bedroom	6	14	20
3-Bedroom	12	3	15
Number of Parking Spaces	-	-	45
Height (feet)	50	40	-
Floors	5	4	-

SOURCE: Solomon E.T.C, a WRT Company, *Schematic Design Check Set*, November 9, 2004; Design Studios Gonzalo Castro, electronic communication with Planning Department, September 19, 2005.

dwelling units each, for a total of 30 dwelling units (12 one-bedrooms, six two-bedrooms and 12 three-bedrooms). Figure 3 on page 20 shows the Seventh Street Building third level layout, which is representative of the layout of the fourth and fifth levels. Entry lobby to the housing component, the SMHC and the pharmacy would be provided through three separate entry/exit points along Seventh Street. The Seventh Street Building would be 50 feet high (see Figure 4 on page 21).

The SMHC's mission and responsibility is to increase medical services for low income and vulnerable population groups, regardless of their ability to pay for rendered services. The SMHC provides a wide range of primary care and disease prevention services. The SMHC would provide the following services: general medicine, chronic disease management, family planning, prenatal, HIV, STD, dental, pharmacy, laboratory, and enabling service (social services, health education and nutrition). It is anticipated that the SMHC would have the following hours of operation:

Monday – Thursday	8:00 am to 5:00 pm
Friday – Saturday	8:00 am to 3:30 pm
Sunday	Closed

The Moss Street Building would have 19 affordable dwelling units (two one-bedrooms, 14 two-bedrooms and three three-bedrooms). Figure 5 on page 23 shows the Moss Street Building third level layout, which is representative of the layout of all the other levels. Access to the Moss Street building would be from the entry lobby on Moss Street. The Moss Street Building would be 40 feet high (see Figure 6 on page 24).

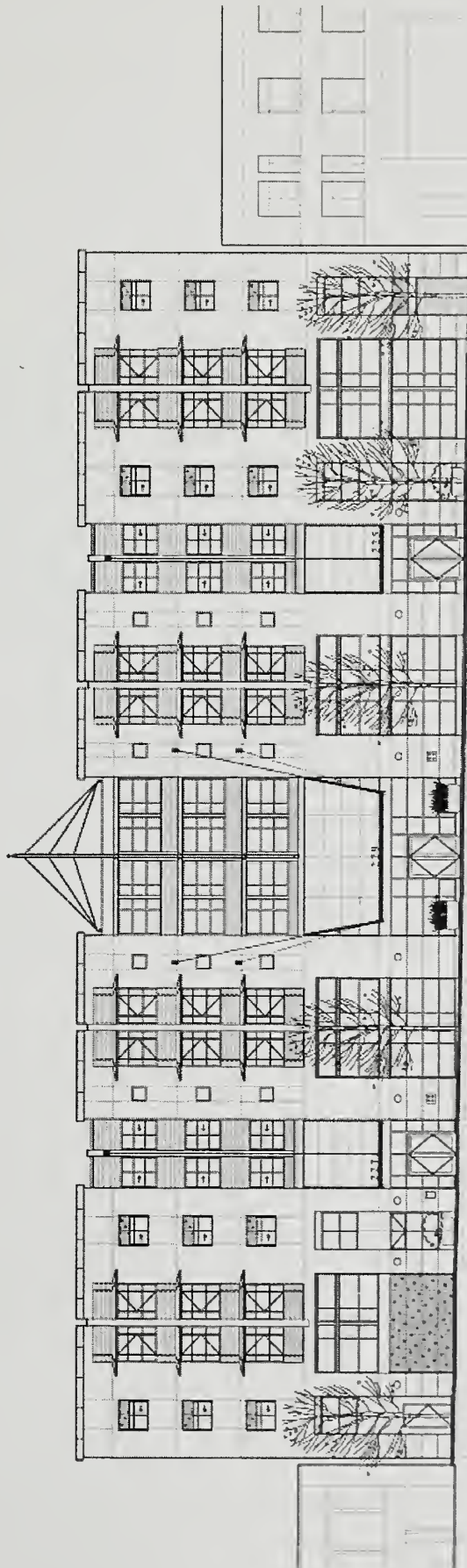
The two buildings would share a mid-block landscaped courtyard and a one-level subsurface parking lot. Of the 45 proposed parking spaces, 24 spaces would be designated for residential use and 21 spaces would be designated for SMHC use.





SOURCE: Solomon E.T.C., a WRT Company, *Schematic Design Check Set*, Nov. 9, 2004

Case No. 2004.0588E: 255 Seventh Street (Westbrook Plaza) Project . 206306  
**Figure 3**  
 Seventh Street Building Third Floor Plan



0 30  
Foot



With regard to buildings' design, on the Seventh Street side, the project's unified composition, institutional uses along the street, stucco cladding and continuous cornice height would mimic the commercial and industrial buildings which surround it. The four-story building on Moss Street would be broken down with vertical articulation and bays, and would have horizontal siding, which would conform to the intimate, mostly residential character typical on Moss Street and within many South of Market alleys.

## B. Project Setting

The project site is presently comprised of two lots: lot 126 is approximately 18,375 square feet and fronts Seventh Street (125 feet) and Moss Street (95 feet); lot 154 is approximately 5,280 square feet and also fronts Seventh Street (40 feet) and Moss Street (24 feet). Both lots are within the SLR (Service/Light Industrial/Residential Mixed Use) and RED (Residential Enclave) zoning districts and within the 50-X/40-X height and bulk district. The Seventh Street building would be sited within the 50-X height and bulk districts and the Moss Street building would be sited within the 40-X height and bulk district. The project sponsor is proposing to merge lots 126 and 154 to create a single lot that would be approximately 23,655 square feet.

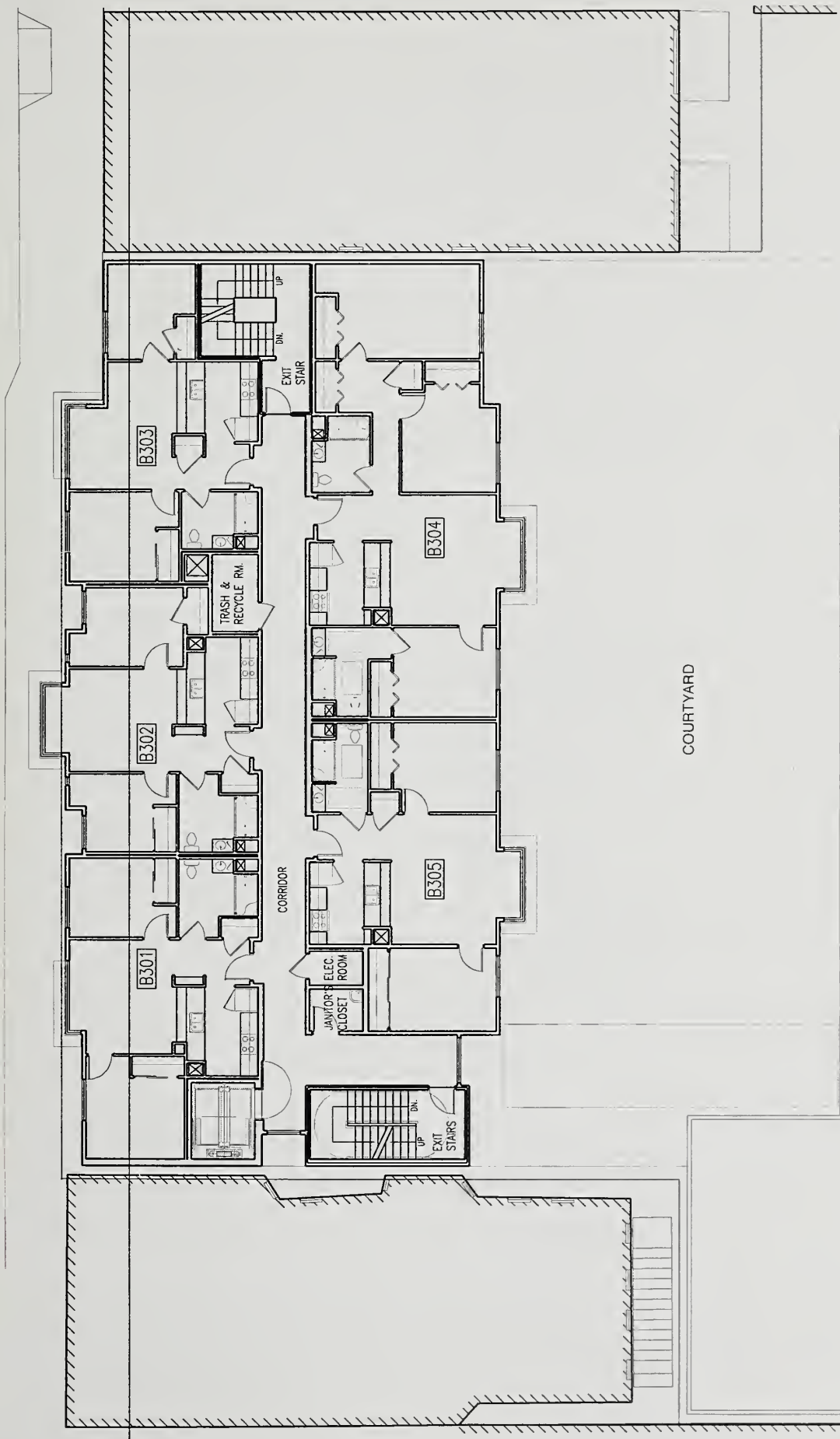
The project site vicinity is a mixed-use area that includes light industrial uses, ground-floor commercial and retail uses and residential uses.<sup>5</sup> The residential uses are interspersed throughout the neighborhood and vary from five-story multi-family buildings to single-story single-family residences. In general, many of the multi-unit residential buildings are located on corner lots of major arterial streets (e.g., northwest and southwest corners of Seventh and Howard Streets) while single- two- and three-family residential buildings are located on collector streets (e.g., Moss, Russ and Langton Streets). The heights of buildings in the project vicinity are variable but most buildings are one- to five-stories high (approximately 20 to 50 feet). The predominant scale in the project site vicinity is two- to three-story buildings.

On the south, the project site is adjacent to a three-story Ramada Limited Hotel that fronts Seventh Street and a five-story residential building that fronts Moss Street. Although the Ramada Limited Hotel was closed for over a year following a fire, it is currently operational and has a second building across Seventh Street from the project site. On the north side, the project site is adjacent to a two-story commercial building that fronts Seventh Street and a two-story residential building that fronts Moss Street. The rest of the block is occupied by mixed uses, including residential uses that front Moss Street and commercial uses, such as a paint store and SOMA Inn Cafe, that front Seventh, Folsom and Howard Streets. Land uses on the west side of Seventh Street (across the street from the project site) are also mixed and include mostly two-story commercial and light industrial establishments. The project site neighborhood has very similar mixed land uses as those described above for the project site block.

<sup>5</sup> The project site vicinity is defined as approximately 500 feet (0.1 mile) out in all directions from the boundary of the project site.

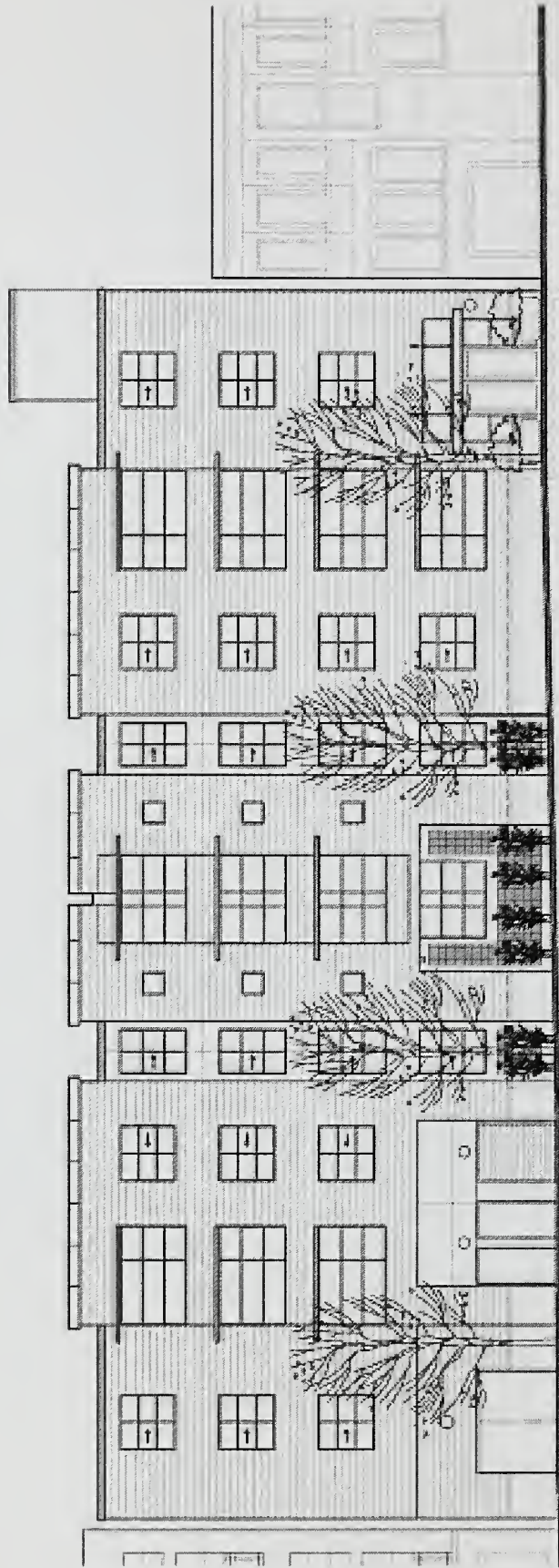


MOSS STREET



COURTYARD







## C. Project Sponsor's Objectives

### Project Sponsor's Objectives (Mercy Housing California)

The project sponsor, Mercy Housing California ("MHC") is one of the largest nonprofit developers in the State of California in terms of staff capacity, annual budget, and units built. MHC has successfully completed development of 107 properties consisting of 6,123 affordable rental units. The proposed project would provide affordable housing, which is permanent housing with on-site support services for low income families. The project Sponsors have the following objectives for the proposed 255 Seventh Street (Westbrook Plaza) family housing project:

- To create stable, vibrant and healthy communities by developing, financing, and operating affordable, program-enriched housing for families who lack the economic resources to access quality, safe housing opportunities;
- Directly address the problem of lack of affordable housing in San Francisco by constructing new units of housing (1BR, 2BR and 3 BR) in a supportive setting, including the provision of a residents services coordinator to assist the residents in maintaining stability in their lives;
- Develop the maximum number of affordable housing units feasible on the project site, consistent with existing Planning Code use and height/bulk controls and with the need to provide on-site services as a crucial component of the project;
- Construct a housing and health center development that includes community input of neighborhood residents, local service providers, neighborhood organizations, business, religious and cultural institutions, future potential resident populations and City staff and leadership in the planning of design and services;
- Complete the proposed project in a financially responsible manner;
- Create community serving space, the South of Market Health Center, in the South of Market neighborhood that would provide pedestrian interest and help "activate" the street frontage and thereby contributing to the revitalization of the South of Market neighborhood;
- Promote and enhance residential integrity by designing a building that enhances the street scape without contrasting from the current buildings and include street trees on the sidewalk;
- Maximize overall sustainability through integrated use of "green" building elements, including qualifying for certification under the LEED for Homes Program.

### Project Sponsor's Objectives (South of Market Health Center)

South of Market Health Center (SMHC) is a private non-profit ambulatory health center which was established in 1973 to increase access to comprehensive primary and preventive health care and to improve the health care status of underserved and vulnerable populations.

SMHC is not a free clinic. It is supported by revenue generating services and receives a combination of federal funding and other public and private resources. Through these resources, SMHC is able to ensure its federal mandate that "no one is refused care because of their inability to pay."



SMHC's main purpose was, and continues to be:

- to eliminate barriers to health care for the poor and underserved residents,
- to ensure continuity of care,
- to promote the use of preventive services,
- to increase community participation and control, and
- to reduce disparities in health status.

The uniqueness of SMHC is its understanding of the needs of its target populations as well as its expertise in reaching out to provide appropriate care to difficult population groups. SMHC has the ability to gear its services towards the cultural, ethnic, and linguistic needs of individuals who have difficulty receiving care from traditional health care settings.

SMHC provides family-oriented primary and preventive health care services for all ages and special population groups (immigrants, homeless, seniors, dual and triple diagnosed chronically ill) living primarily within the South of Market Area. The main site is located at 551 Minna Street between Mission and Howard streets. A second clinic site, serving the senior population, is located at 317 Clementina – in the Yerba Buena district. SMHC also provides a comprehensive dental program for its clients.

Over the last 15 years, the South of Market area has witnessed the construction of over 20 affordable housing projects<sup>6</sup> providing well in excess of 2,000 new housing units. As a result, SMHC has felt the intense pressure to respond to the increased demand for health services for adults and children living in this community. To respond to the lack of an adequate health care infrastructure in this region, SMHC is embarking on a bold venture to provide more services to more men, women and children who desperately need health care services. This endeavor will involve moving and expanding the current program to a new site and a new home.

The new health center to be constructed at 7th Street is critical and essential for SMHC to achieve the following objectives:

- To offer a quality program within a physical structure that contributes to the new South of Market Area.
- Expand work force opportunities by increasing our organization's staffing.
- Respond to a population-driven demand for an increase in services by doubling our service capacity from the current high of 5,000 users.
- Increase the size of the dental care program.
- Expanded social and behavioral support services to ensure greater access and patient compliance for users who have social, economic and lifestyle issues that interfere with the timely receipt of appropriate health care services.

<sup>6</sup> The revitalization of the SOMA is in large part due to the City's commitment of significant funding from the S.F. Redevelopment Agency. Additionally, the SMHC health center is located in what is called the SOM Earthquake Recovery Redevelopment Project Area and the construction of a new health center was identified as an important goal in the Project Area Redevelopment Plan of the San Francisco Redevelopment Agency.

- A full service pharmacy with street access for both clients and residents in the area.
- Continue to serve as a safety net provider for medically indigent residents who, without SMHC, depend on the city for their health care.

## D. Approvals Required

The *San Francisco General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The Planning Commission would review the project in the context of applicable objectives and policies of the *General Plan*. The project site is within the adopted South of Market Area Plan, an element of the *General Plan*.

*General Plan* objectives and policies relevant to the proposed project are discussed in Section II.E, Plans and Policies, p. 28.

The San Francisco Planning Code implements the *San Francisco General Plan*, and governs permitted uses, densities and configuration of buildings within San Francisco. The Code incorporates by reference the City Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Planning Code or an exception is granted pursuant to provisions of the Code.

The project, as proposed, would configure public open space in a mid-block courtyard and would not meet the required 25 percent rear yard setback requirements prescribed by Planning Code Section 134. Thus, the applicant seeks a variance by meeting specifications of Planning Code Sections 134(e)(1)(A) – (C), which provide for modification or waiver of rear yard requirements in South of Market districts. The project also would require a parking variance in accordance with Planning Code Section 151. Planning Code Section 151 requires a total of approximately 113 off-street parking spaces for the proposed project (49 parking spaces for residential use and approximately 65 parking spaces for the SMHC), which would not be met by the project, which proposes a total of 45 off-street parking spaces.

As determined by the Zoning Administrator in a December 15, 2004 Letter of Determination, the SMHC best fits into the Social Service definition under the Planning Code Section 890.50(a). Social Service use is a Conditional Use in the SLR zoning district and is subject to review and approval by the Planning Commission at a public hearing under Section 303 of the Planning Code. Accordingly, the proposed project would require a Conditional Use Authorization. The proposed project would also require demolition and building permits, which would require review and approval by the Planning Department, Department of Building Inspection, and the Department of Public Works. Any curb or road modifications would require approval by the Department of Parking and Traffic.

## E. Plans and Policies

### San Francisco General Plan

The *San Francisco General Plan* contains 10 elements (Commerce and Industry, Recreation and Open Space, Housing, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts) that provide goals, policies, and objectives for the physical development of the city. In addition, the *General Plan* includes area plans that outline goals and objectives for specific geographic planning areas. The project site is within the area covered by the South of Market Plan, an area plan within the *General Plan*. The following *General Plan* policies and objectives are among those applicable to the proposed project:

#### *Housing Element*

- Objective 1: Provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.
- Policy 1.1: Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhood support.
- Policy 1.3: Identify opportunities for housing and mixed-use districts near downtown and former industrial portions of the city.
- Policy 1.7: Encourage and support the construction of quality, new family housing.
- Objective 4: Support affordable housing production by increasing site availability and capacity.
- Policy 4.1: Actively identify and pursue opportunity sites for permanently affordable housing.
- Policy 4.2: Include affordable units in larger housing projects.
- Policy 4.4: Consider granting density bonuses and parking requirement exemptions for the construction of affordable housing or senior housing.
- Policy 4.6: Support a greater range of housing types and building techniques to promote more economical housing construction and achieve greater affordable housing production.
- Objective 5: Increase the effectiveness and efficiency of the City's affordable housing production system.
- Policy 5.1: Prioritize affordable housing projects in the planning review and approval processes, and work with the development community to devise methods of streamlining housing projects.
- Policy 5.2: Support efforts of non-profit organizations and other community-based groups and expand their capacity to produce and manage affordable housing.
- Policy 6.2: Ensure that housing developed to be affordable is kept affordable.
- Policy 6.5: Monitor and enforce the affordability of units provided as a condition of approval of housing projects.



- Objective 7: Expand the financial resources available for permanently affordable housing.
- Policy 7.1: Enhance existing revenue sources for permanently affordable housing.
- Policy 7.3: Develop greater investments in and support for affordable housing programs by corporations, churches, unions, foundations, and financial institutions.
- Policy 8.1: Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible.
- Policy 8.6: Increase the availability of units suitable for users with supportive housing needs.
- Objective 10: Reduce homelessness and the risk of homelessness in coordination with relevant agencies and service providers.
- Policy 10.1: Focus efforts on the provision of permanent affordable and service-enriched housing to reduce the need for temporary homeless shelters.
- Objective 11: In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco's desirable urban fabric and enhance livability in all neighborhoods.
- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.
- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.
- Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
- Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
- Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood character and scale.
- Policy 11.10: Include energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.

### ***Commerce and Industry Element***

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.
- Policy 1.1: Encourage development, which provides substantial net benefits and minimizes undesirable consequences. Discourage development, which has undesirable consequences, which cannot be mitigated.
- Objective 3: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.
- Policy 3.1: Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.
- Policy 3.3: Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.
- Policy 3.4: Assist newly emerging economic activities.

- Policy 4.1: Maintain and enhance a favorable business climate in the city.
- Policy 6.1: Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity of those districts.
- Policy 6.7: Promote high quality urban design on commercial streets.
- Policy 6.8: Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.
- Policy 6.9: Regulate uses so that traffic impacts and parking problems are minimized.
- Policy 6.10: Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.
- Objective 7: Enhance San Francisco's position as a national and regional center for governmental, health, and educational services.
- Policy 7.2: Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.
- Policy 7.3: Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

### ***Urban Design Element***

- Objective 1: Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation.
- Policy 1.2: Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.
- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Policy 2.6: Respect the character of older development nearby in the design of new buildings.
- Objective 3: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy 3.2: Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

### ***South of Market Plan***

- Policy 1.5: Locate uses in areas according to a generalized land use plan shown on Map 2.
- Objective 3: Encourage the development of new housing, particularly affordable housing.
- Policy 3.5: Encourage small-scale in-fill residential or mixed-use development west of Sixth Street.
- Objective 8: Improve area livability by providing essential community services and facilities.



Policy 8.1: Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.

A conflict between a proposed project and a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the context of the California Environmental Quality Act (CEQA). Any physical environmental impacts that could result from such conflicts are analyzed in this EIR. In addition to considering inconsistencies that affect environmental issues, the Planning Commission considers other potential inconsistencies with the *General Plan*, independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental document would be considered in that context and would not alter the physical environmental effects of the proposed project that are analyzed in this EIR.

### Planning Code (Zoning)

The San Francisco Planning Code, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the Code, or an exception is granted pursuant to the provisions of the Code. The proposed project is located within two zoning districts, with SLR zoning designation on the Seventh Street portion of the lots and RED zoning designation on the Moss Street portion of the lots. Residential uses are permitted in the SLR and RED zoning districts at a density of 1 dwelling unit per 200 square feet of lot area and 1 dwelling unit per 400 square feet of lot area, respectively. The project would conform to these density limits.

The health clinic proposed by the project would be constructed on the segments of the lots zoned SLR, a designation that principally and conditionally permits certain institutional uses. As stated in the Initial Study and page 27 of this EIR, the SMHC best fits into the Social Service definition under Planning Code Section 890.50(a).<sup>7</sup> Social Service use is a Conditional Use in the SLR zoning district and is subject to review and approval by the Planning Commission at a public hearing under Section 303 of the Planning Code. Accordingly, the proposed project would require a Conditional Use Authorization.

The proposed project is also located within two height and bulk districts: 50-X on the Seventh Street parcel segment and 40-X on the Moss Street parcel segment. The building proposed along the Seventh Street frontage would be approximately 50 feet in height and the building proposed along Moss Street frontage would be approximately 40 feet in height. As such, the project would conform to the provision of the Planning Code for both height and bulk district designations.

The proposed project would provide on-site common usable open space in the form of a mid-block courtyard, which would be shared by the residents of both buildings and would be available for use by the SMHC staff. Planning Code Section 135(d)(2) requires, for dwelling units in the RED zoning district, approximately 80 square feet of open space per dwelling unit, if the required open space is commonly

<sup>7</sup> Determined by the Zoning Administrator in a December 15, 2004, Letter of Determination.



accessible to all residents. Similarly, for dwelling units in the SLR zoning district, approximately 48 square feet of common open space per dwelling units is required.<sup>8</sup> Planning Code Section 135.3 also requires open space at a ratio of 1 square foot per 250 square feet of institutional uses, such as the proposed clinic. In sum, the Planning Code would require this project to provide a total of about 3,038 square feet of open space.<sup>9</sup> The project, with about 6,000 square feet of common open space in the mid-block courtyard would exceed the Planning Code's open space area requirements. As stated above under Approvals Required, the project would not meet the required 25 percent rear yard setback prescribed by Planning Code Section 134, and the applicant has applied for a variance by meeting specifications of Planning Code Sections 134(e)(1)(A) – (C).

Planning Code Section 151 requires one parking space per every residential dwelling unit, as well as one space for each 300 square feet of occupied floor area of a medical or dental office or outpatient clinic, where the occupied floor area exceeds 5,000 square feet. This would require the project sponsor to provide 49 spaces designated for residential uses and approximately 65 spaces designated for SMHC use, for a total of approximately 113 off-street parking spaces. The project would provide a total of 45 parking spaces, consisting of 24 spaces for residential use and 21 spaces for the SMHC use, or about 68 spaces short of requirement. For this reason, the proposed project would require a parking variance. Because the project's proposed residential use and healthcare facility do not exceed 100,000 sf, the project would not be required to provide an off-street loading space (Section 152.1).

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code to establish eight Priority Policies. These policies are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter automobiles; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. The Priority Policies, which provide general policies and objectives to guide certain land use decisions, contain some policies that relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy. Prior to issuing a permit for any project that requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. In evaluating *General Plan* consistency of the project and reviewing the building permit application for the proposed project, the Planning Commission and/or Planning Department would make the necessary findings of consistency with the Priority Policies.

<sup>8</sup> For RED and SLR districts, Planning Code Sec. 135 requires projects to provide common open space at 1.33 times the amount of required private open space.

<sup>9</sup> 19 RED units x 80 sf per unit = 1,520 sf; 30 SLR units x 48 sf = 1,440 sf; institutional use: 19,500 sf / 250 sf = 78 sf. Thus, 1,520 sf + 1,440 sf + 78 sf = 3,038 sf.

### ***Eastern Neighborhoods Rezoning and Community Planning Initiative***

In 1999, the Planning Commission imposed interim zoning controls for the City's industrially zoned land (including the project site), for a period of 15 months, pending adoption of permanent zoning controls. The Commission's adoption of interim zoning controls reflected concerns about the potential impact of the increasing number of residential uses in the City's industrial areas on the potential displacement of industrial uses in the City, rising land costs that could contribute to business and job flight from the City, conflicts over incompatible uses, and the supply of affordable housing within the City. The interim zoning controls created an Industrial Protection Zone (IPZ) and Mixed Use Housing Zones (MUHZs) within the City's industrially zoned land. Within the IPZ, new housing, including live/work projects, was generally not permitted. Within the MUHZs (including the project site), the controls placed an emphasis on maximizing housing development. Although the interim controls expired in July 2001, the intent of the controls became Commission policy through Planning Commission Resolution 16202, adopted August 9, 2001.

In late 2001, the Planning Commission directed the Planning Department to initiate the Eastern Neighborhoods community planning process to address the broad range of issues involved in formulating permanent controls on the City's last remaining industrially zoned lands and its surrounding residential and commercial neighborhoods. One of the community process goals was to work collaboratively with the neighborhoods in the vicinity of these industrially zoned lands to develop rezoning proposals that achieve both neighborhood and citywide land use objectives. In early 2002, the Planning Department initiated a series of public workshops in which participants grappled with how the area's industrially zoned land should be used in the future. One of the goals of this process was to develop a new set of zoning regulations for the broader South of Market Area, including the project site. In February 2003, the Planning Department published the *Rezoning Options Workbook*, which presented three rezoning options for the Eastern Neighborhoods, including the proposed project site.

The *Rezoning Options Workbook* considered a variety of zoning options for the Eastern Neighborhoods, ranging from Zoning Option A, which would preserve the greatest amount of existing industrially zoned land, to Option C, which would preserve the least amount of industrially zoned land and create more mixed use and housing zones in the Eastern Neighborhoods. Zoning Option B is in between Options A and C, in terms of the amount of existing industrial land preserved and the amount of land converted to mixed use and housing.

In February 2004, as part of the Eastern Neighborhoods Rezoning proposal, the Planning Commission adopted Resolution 16727, establishing interim "Policies and Procedures for Development Proposals in Sections of the SoMa, Mission and Showplace Square, covering much of the area previously controlled by Resolution 16202 (including the project site), and thereby replacing the controls in Resolution 16202 for the project site."<sup>10</sup> Resolution 16727 recognized the "constant need for new housing and new housing opportunities" and "an imperative for mixed housing types," while also acknowledging that "the

<sup>10</sup> As a result, Resolution 16202 now applies only to portions of the Western South of Market, Central Waterfront, and Bayview-Hunters Point neighborhoods.



Commerce and Industry Element of the General Plan calls for a balanced economy in which good paying jobs are available for the widest breadth of the San Francisco labor force,” and that “there is limited land supply for PDR activities, which are critical in supporting multiple industries within the San Francisco economy such as tourism, finance, and professional services” and that “arts activities ...are also in need of protection.” Resolution 16727 also noted that some recent development projects have been approved without community support, that some projects then (2004) proposed were “not in keeping with the intent of the range of zoning control options” designated by the Planning Commission for analysis in the Eastern Neighborhoods Environmental Impact Report, which is currently under way.<sup>11</sup> Finally, the resolution stated that where residential uses are replacing former industrial uses, such neighborhoods “require pedestrian friendly street networks via proper urban design regulations,” that some PDR activities are not compatible with housing, and that the City must retain space for such [PDR] activities “to protect jobs that provide higher wages and cater to a variety of skill, vocation and education levels.” Accordingly, Resolution 16727 established three land use overlay zones within the Mission District, Eastern SoMa (Eastern South of Market), and Showplace Square neighborhoods: Housing/Mixed Use, Core PDR, and Housing/PDR. The resolution calls for all projects to adhere to its policies, with exceptions granted only through the Planning Commission’s Discretionary Review authority.

The project site is included within the Housing/Mixed Use Overlay area as designated in the interim policies. In the Housing/Mixed Use Overlay area, the interim policies 1) call for application of design guidelines attached to the policies; 2) encourage “the maximum housing density permitted under current zoning” in new residential projects, “consistent with the goal of maximizing family housing”; 3) permit PDR uses that are classified as “Medium” or “Light”;<sup>12</sup> 4) strongly encourage new residential projects of ten or more units to provide at least 20 percent of the units with two or more bedrooms; 5) recommend limiting building heights to 40 feet or less on streets less than 40 feet wide and adjacent to open spaces; and 6) recommend that parking not exceed one space per dwelling unit.

The project would be consistent with the policies concerning provision of larger units and with provision of no more than one parking space per residential unit. While the project would not provide the maximum

<sup>11</sup> Eastern Neighborhoods Rezoning and Community Plans EIR, Case No. 2004.0160E; in preparation as of November 2006.

<sup>12</sup> PDR uses are organized into core, medium, and light activities based on a number of factors including the following: the total amount of building space for the business; the amount of space needed per worker; the amount of space required for equipment and storage, both inside and outside; the type of loading facilities required; the amount of trucking activity generated; hours of operation, as well as some of the physical environmental issues such as noise, odors, lighting, and the treatment of hazardous materials. Light PDR uses (such as auto repair, small catering services, graphic design, small radio stations, or small messenger operations) primarily involve the assembly, packaging, repairing or processing of previously prepared materials, as well as repair and service businesses that provide direct services to neighborhood residents and businesses. These uses are generally compatible with residential use. Medium PDR businesses (such as printers and publishers, showrooms, landscaping and horticultural services, film producers, and catering) focus more on production and distribution than light PDR businesses but do not have the volume of heavy trucking found in Core PDR activities. These businesses require larger ground floor spaces for storage or processing of larger items. The distinction between medium and core PDR (such as small trucking operations; apparel manufacturing; distribution centers for produce including vegetables, meat, seafood, and flowers; manufacturing of canned food; suppliers of materials used in the construction industry such as lumber, pipes, electrical supplies, and large equipment rentals; paper manufacturing and large publishing operations) is that the medium PDR buildings are generally smaller, and involve less trucking activity. *Source: Appendix D to Planning Commission Resolution 16727, adopted February 12, 2004.*



permitted residential density, the dwelling unit density is limited by the provision of larger units, which reduces the overall number of units. Seventh Street adjacent to the project site is greater than 40 feet in width. Moss Street is 35 feet wide along a portion of the project site, and 40 feet wide along the remainder; the project building on Moss Street would be 40 feet tall, and therefore the project would be consistent with the policy concerning building height. No PDR use is proposed; the interim policies “permit” but do not require PDR use in the Housing/Mixed Use Overlay area. The project would not displace existing PDR use, although the project would convert land that currently permits PDR use to residential and health care uses, thereby likely precluding subsequent PDR use at the site. The design guidelines accompanying the interim policies discourage curb cuts and recommend limiting the length of building frontages and installing active pedestrian uses at the ground floor on certain shopping and transit streets. The guidelines also encourage variation in façade designs and internal walkways on lots over 40,000 square feet. In general, the guidelines would appear to have limited applicability to the proposed project, as Seventh Street is neither a retail nor a transit street (nor is Moss Street), and the site is less than 40,000 square feet in area. The project design would be articulated through a series of bays, visually breaking up the facades, which would be consistent with the guidelines.

The proposed Eastern Neighborhoods Rezoning project would include the introduction of new zoning districts, including districts that would not permit residential and office uses, so as to encourage employment-generating uses (including preservation of PDR); mixed-use districts designed to allow retention of PDR uses; other mixed-use districts where residential and commercial uses would be allowed together; and new single-use residential districts. The Eastern Neighborhoods project would also include amendments to the *San Francisco General Plan*, including the existing Central Waterfront and South of Market Area Plans and new neighborhood or community plans for the Central Waterfront, Mission, Eastern SoMa, and Showplace Square/Potrero Hill.

The draft *Eastern Neighborhoods Rezoning Options Workbook*,<sup>13</sup> which provides the basic description of the project being analyzed in the Eastern Neighborhoods EIR, sets forth three options for rezoning in Eastern SoMa. Under all three options, the project site would be designated a combination of Residential/Commercial (along Seventh Street) and Residential Enclave (the same as the existing RED zoning). The Residential/Commercial designation would permit residential use; light and medium PDR; small offices (up to 5,000 square feet); community, arts, and religious facilities and institutions; medium-sized retail (up to 15,000 square feet, with larger retail stores by conditional use authorization). According to the *Rezoning Options Workbook*, the Residential/Commercial district “would promote a mix of residential and commercial uses and allow a great deal of flexibility.” Housing could occupy either entire buildings or several stories above one or two stories of commercial use, and while PDR use would be permitted, “Preservation of PDR uses and buildings is not a goal of this district.” The project as currently proposed would be consistent with the controls proposed in the *Rezoning Options Workbook* under all three options.

<sup>13</sup> San Francisco Planning Department, *Community Planning in the Eastern Neighborhoods: Rezoning Options Workbook*, February 2003. Available on the internet at: [http://www.sfgov.org/site/planning\\_index.asp?id=25293](http://www.sfgov.org/site/planning_index.asp?id=25293).

Since the publication of the *Rezoning Options Workbook*, specific goals were developed for the Eastern SoMa area, which primarily consists of the South of Market Redevelopment area and the parcels east of Fourth Street and south of Folsom Street, including the project site. Under the Planning Department staff's most recent proposal for permanent controls in the Eastern Neighborhoods, released in October 2006 as part of a series of community workshops, the Moss Street portion of the project site would retain its existing RED zoning. It is anticipated that the Seventh Street frontage would retain its existing SLR zoning.<sup>14,15</sup> This October 2006 draft *Eastern SoMa Area Plan* is generally consistent with the February 2003 *Rezoning Options Workbook*, although it calls for retaining the existing Service/Light Industrial (SLI) zoning district in the area generally between Third and Fourth Streets. The draft plan also calls for integrating PDR uses into new development south of Folsom Street between Fifth and Seventh Streets. As noted in the Initial Study (p. 10 in Appendix A), the project's proposed uses would be consistent with the existing zoning. Therefore, although the proposed Eastern Neighborhood controls have not been presented at the level of detail included in the *Rezoning Options Workbook*, it appears that the project as currently proposed, which would result in the construction of two residential buildings and a 19,500-square-foot health care facility, would conform to the proposed uses envisioned by the draft *Eastern SoMa Area Plan*, and would be consistent with the intent of the proposed permanent controls.

In the interim and prior to the official adoption of new zoning designations under the Eastern Neighborhoods rezoning initiative, the project site remains subject to the existing zoning controls, including the SLR and RED zoning districts, and to the interim policies in Resolution 16727, in which the project site is within the Housing/Mixed Use Overlay area. The project's proposed residential and health care uses would be permitted by the SLR and RED zoning districts and are generally consistent with Resolution 16727.

## South of Market Redevelopment Plan

The *South of Market Redevelopment Plan* follows the efforts set forth in the *South of Market Earthquake Recovery Redevelopment Plan* (adopted June 11, 1990) and supplements the *General Plan*, the Planning Code and other applicable documents that govern planning in the South of Market area. As stated in the Initial Study, the South of Market Redevelopment Area is bound by Stevenson, Mission and Natoma Streets on the north, Fifth Street on the east, Harrison Street on the south, and Seventh Street on the west, and includes the project site. The *South of Market Redevelopment Plan* is intended to provide guidance to the revitalization and blight elimination efforts within the Plan area beyond those properties directly affected by the Loma Prieta Earthquake. The proposed project is identified as a development opportunity site in the Plan and would be part of the 834 new residential units anticipated by it. The following *South of Market Redevelopment Plan* policies are among those applicable to the proposed project:

<sup>14</sup> While the draft plan is not explicit, it is assumed that retention of the RED zoning district on Moss Street would also result in retention of the SLR zoning district on the project site's Seventh Street frontage, since RED zoning currently applies only to interior portions of the project block.

<sup>15</sup> San Francisco Planning Department, "East SoMa Draft Area Plan," October 3, 2006. Available on the internet at: [http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/soma\\_area\\_plan\\_draft\\_web.pdf](http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/soma_area_plan_draft_web.pdf).



- Policy A1: Complete the replacement of low- and very low-income housing that was lost in the 1989 Loma Prieta Earthquake (of 199 units lost in the earthquake, 140 were replaced by the Knox Hotel, and 17 by the 8th & Howard development) and ensure the replacement of those units lost through redevelopment activities in the Project Area.
- Policy A3: Address the need for the deepest levels of housing affordability.
- Policy A18: Increase the supply of housing and the range of housing opportunities (including very low income, low-income, moderate-income and market-rate housing) without adversely affecting the scale, density, or architectural character of the Project Area.
- Policy C1: Work with City agencies and other organizations to promote and facilitate the availability of social and health services, and promote the distribution of information about such services to those living or working in the Project Area.
- Policy C2: Work with City agencies and other organizations to ensure social service programs to address the particular needs and concerns of the Project Area's various populations.
- Policy C3: Encourage the scaling of social service programs to meet neighborhood needs.
- Policy C4: Promote and assist in the development of new and existing recreational and community facilities serving South of Market health, education, art, cultural and social needs.
- Policy E1: Encourage Planning Code changes and Planning Department policies that maintain and strengthen the rich ethnic, social, cultural, and economic diversity of the Project Area by encouraging mixed-use, commercial, light industrial, and affordable residential uses.
- Policy E7: Encourage predominantly residential mixed-use development on vacant and underutilized parcels.

## The Sustainability Plan

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco's Environment, charged with, among other things, drafting and implementing a plan for San Francisco's long-term environmental sustainability. The notion of sustainability is based on the United Nations definition that "a sustainable society meets the needs of the present without sacrificing the ability of future generations and non-human forms of life to meet their own needs." The *Sustainability Plan for the City of San Francisco* was a result of community collaboration with the intent of establishing sustainable development as a fundamental goal of municipal public policy (Department of the Environment, 1997).

The *Sustainability Plan* is divided into 15 topic areas, 10 that address specific environmental issues (air quality; biodiversity; energy, climate change and ozone depletion; food and agriculture; hazardous materials; human health; parks, open spaces, and streetscapes; solid waste; transportation; and water and wastewater), and five that are broader in scope and cover many issues (economy and economic development, environmental justice, municipal expenditures, public information and education, and risk management). Additionally, the Sustainability Plan contains indicators designed to create a base of objective information on local conditions and to illustrate trends toward or away from sustainability. Although the Sustainability Plan became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The Sustainability Plan serves as a blueprint, with many of its individual proposals requiring further development and public comment.



## Other Plans

Environmental plans and policies are those, like the *Bay Area Air Quality Plan*, which directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

## CHAPTER III

# Environmental Setting and Impacts

### A. Land Use, Planning, and Population

This section presents a discussion of existing land uses and zoning at the project site and in the vicinity, and describes how the proposed project could change the physical arrangement of land uses on the project site, to the extent that such changes could disrupt and divide the neighborhood as well as have an adverse impact on the character of the site's vicinity. A discussion of cumulative land use impacts is also included in this section.

#### Existing Land Uses

##### Project Site

The project site comprises two contiguous parcels located at 227 Seventh Street and 229 Seventh Street (Assessor's Block 3731, Lots 126 and 154). The T-shaped, 23,655-square-foot (0.54 acre) project site, located mid-block between Howard and Folsom Streets, is occupied by two commercial buildings that together contain about 2,960 square feet of floor area, and an approximately 21,000-square-foot parking lot. Until October 2005, the 229 Seventh Street building and the adjacent parking lot were occupied by a Thrifty car rental business, which included 49 parking spaces and a small car wash. Currently, this building and the parking lot operate as a surface parking lot, West Coast Parking Company, with the building functioning as the office that oversees its operations. There are two other West Coast Parking Company parking lots in the Bay Area — one is located in San Francisco on Beale Street and another one is located in Oakland. The parking lot at the project site currently employs one person.<sup>16</sup>

The building at 227 Seventh Street currently consists of a computer-related business, Rocket Science Consulting (RSC). It provides services of an outsourced Information Technology (IT) department to businesses that do not need or want full-time IT staff. Services provided by RSC range from helpdesk assistance to CIO level strategic guidance. The business focuses primarily on the small business market and currently employs 10 full-time staff — one on-site and nine off-site. The business has been at its current location at 227 Seventh Street for approximately four years and no other RCS offices currently exist in San Francisco or otherwise.

<sup>16</sup> Information regarding West Coast Parking Company and Rocket Science Consulting provided through electronic communication by Environmental Science Associates with Gonzalo Castro, Design Studios Gonzalo Castro, September 27, 2006.

## Project Area

As shown in Figure 7, production, distribution, and repair (PDR),<sup>17</sup> residential, and retail businesses are the predominant land uses in the surrounding area, which also includes several larger institutional and social service uses, several restaurants and clubs, a scattering of office use and motels, and a few vacant lots and buildings. Adjacent to the project site to the south is a three-story Ramada Limited Hotel, which also has a second building across Seventh Street from the project site. On the Moss Street site, the area immediately south of the project site is occupied by a five-story residential building. To the north, the project site is adjacent to a two-story commercial building that fronts Seventh Street and a two-story residential building that fronts Moss Street. There are some office and PDR uses north and south of the project site on both sides of Seventh Street, including a motor vehicle repair shop, a chiropractor office, print shops, graphic artists/designers/sign shops and a paint store. Most buildings on the block have residential uses above the ground floor. A large furniture store is located on the corner of Folsom and Seventh Streets. Both sides of Moss Street consist primarily of residential uses, with a restaurant and clothing retailer on the Folsom Street corner and an event production company on the Howard Street corner.

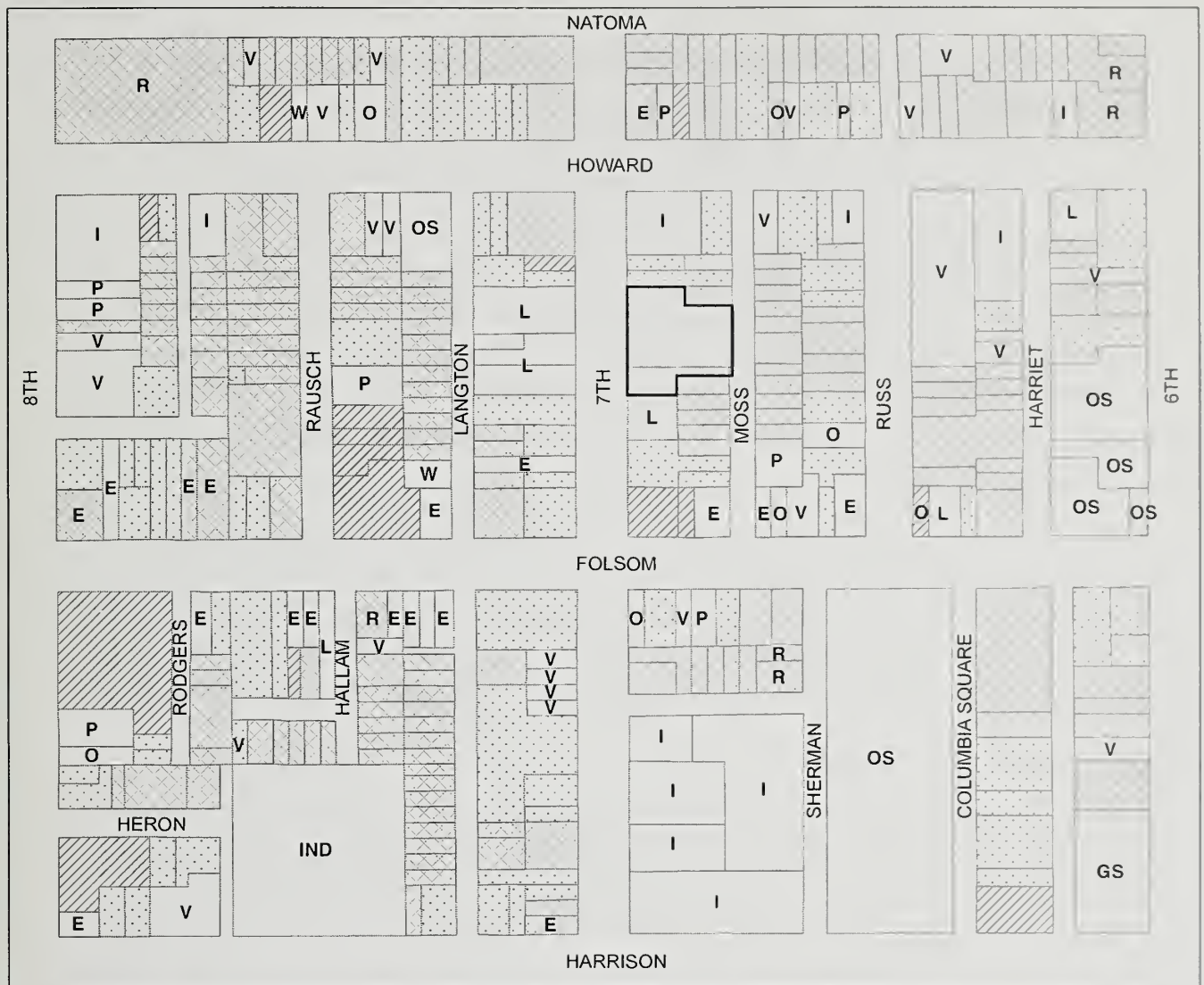
In general the residential uses in the neighborhood currently consist of both large-scale and affordable residential developments (on Sixth Street between Market and Mission Streets) and smaller-scale, mostly older, residential units (principally along mid-block alleys,<sup>18</sup> such as Moss, Rausch, Harriet, Langton, and Sumner Streets). There are a few newer larger residential buildings, such as two on the corner of the Seventh and Howard Streets intersection (1101 Howard Street and 190 Seventh Street apartment buildings).

Retail sales in the survey area is dominated by furniture stores, with clothing retailers also present. There are also small offices, auto parts retailers, and a couple of small grocers in the neighborhood. The survey area includes several restaurants—both casual and more refined—as well as a number of music clubs and bars. Lodging uses in the area include the Ramada Limited Hotel, adjacent to the project site, as well as a Best Western motel, located on Seventh Street, between Natoma and Minna Streets. Institutional uses include the Episcopal Sanctuary, a shelter for homeless men and women located on Eighth and Howard Streets; the Ozanam Center, a substance abuse support facility located on Howard and Sumner Streets;

<sup>17</sup> PDR uses are, generally, light industrial in nature. The Planning Commission, in Resolution 16727, approved in early 2004, grouped PDR uses into 11 broad categories: Publishing, Audio/Visual, Arts, Fashion (garment manufacture/wholesale), Transport (people/goods), Food/Event (catering/wholesale/processing/distribution), Interior Design (furniture manufacture/wholesale/trade/showrooms), Construction, Equipment (manufacture/wholesale/repair), Motor Vehicles (towing/parking/wholesale/repair), and Other (kennels, chemical & leather repair, waste management, utilities, warehouse).

<sup>18</sup> Although commonly referred to as alleys, most of the mid-block streets in SoMa, including those mentioned here, are not alleys as defined in the Planning Code (Sec. 102.1), which limits alleys to those rights-of-way 30 feet or less in width. The use of alley in the text is in the common sense of the word—a relatively narrow street that divides blocks between major through streets.





— Project Site

••• PDR

▨ Residential

▨ Retail

O Office

P Parking

L Lodging

I Institutional/Social Service

R Retail (Ground Level)

E Entertainment/Dining

GS Gas Station

W Warehouse

V Vacant Building

OS Open Space

IND Industrial/Light Industrial



SOURCE: ESA

Case No. 2004.0588E: 255 Seventh Street (Westbrook Plaza) Project, 206306

**Figure 7**  
Land Use

the New Life Center, a low cost drug rehabilitation facility for individuals with chronic drug or alcohol addiction problems, located one building north of the project site; and the San Francisco City Clinic, located at Seventh and Harrison Streets, which provides free and low-cost diagnosis and treatment of sexually transmitted diseases, health education and counseling, and HIV/STD prevention.

Uses on the project block include, on Seventh Street, a family chiropractor practice, a sign company, hotel uses, an auto service and repair shop, and bar, several print and design shops, a paint store, and an upholstery business. This block also contains several residential uses (including the 1101 Howard Street apartment building). The lot directly across Seventh Street from the project site is currently vacant although formerly it consisted of auto repair uses. Along the Moss Street frontage, the land uses are generally residential with several small offices and restaurants located on Moss and Howard Street and Moss and Folsom Street corners.

In summary, the project vicinity is characterized by a wide-ranging mixture of uses, with PDR, residential, and retail predominant. Some of these uses have been in the area for many years or even decades, while others, especially many of the larger residential projects and some of the institutions and social service providers, are more recent arrivals. As is typical in many neighborhoods, retail and restaurant uses are frequently subject to turnover, and this condition prevails in the project area as well.

### ***PDR Uses in Eastern SoMa***

A large number of the City's existing PDR businesses and PDR land are located in Eastern SoMa (which generally consists of the South of Market Redevelopment area and the parcels east of Fourth Street and south of Folsom Street). Of the approximately 154 acres in Eastern SoMa, more than 35 acres (about 23 percent) are zoned to permit PDR, or light industrial, uses (C-M, M-1, RSD, SLI, SLR, and SSO use districts). As such, PDR uses in Eastern SoMa area occupy more land than any other land use category. Other uses in Eastern SoMa include: residential and mixed residential, which, in combination, occupy 18 percent of the total area; office uses, which occupy 15 percent; and retail and entertainment uses, which occupy approximately 14 percent.<sup>19</sup> The remaining 30 percent of the area is occupied by non-residential mixed-use establishments, cultural and institutional uses, parks and open spaces, visitor-serving commercial uses and vacant space.

## **Impacts**

### **Significance Criteria**

A project would have a significant effect on the environment in terms of Land Use if it were to:

- physically divide an established community,
- conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal

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<sup>19</sup> Source: San Francisco Planning Department Land Use 2004 database.

program, or zoning ordinance) adopted for the purpose of avoiding or mitigating and environmental effect, or

- have a substantial adverse impact on the existing character of the vicinity.

As noted above, a conflict between a proposed project and a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the context of the California Environmental Quality Act (CEQA). The staff report for the Planning Commission will analyze the project's consistency with *General Plan* policies and zoning, and will discuss any exceptions requested or modifications required. Thus, the impact analysis does not evaluate planning inconsistencies, although physical environmental impacts that could result from such conflicts are analyzed elsewhere in this EIR and the Initial Study.

In terms of Population, a project would have a significant effect on the environment if it were to:

- displace a large number of people (involving either housing or employment).

The Initial Study (see Appendix A) determined that the project would neither induce substantial growth or concentration of population nor create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply, and therefore these issues are not addressed in this section.

## Impact Analysis

As described above, the project area is characterized by a mix of uses, with PDR, residential, and retail uses predominating. The proposed project would change the character of the project site and immediate vicinity, but would not fundamentally alter this mix of uses: the neighborhood currently contains both large-scale, supportive and affordable residential development (on Sixth Street between Mission and Market Streets) and smaller-scale, mostly older, market-rate residential units (principally along mid-block alleys, such as Moss, Rausch, Harriet, Langton, and Sumner Streets). There are a few newer larger residential buildings, such as two buildings on the corner of Howard and Seventh Street – 1101 Howard Street and 190 Seventh Street apartment buildings.

As noted in the Initial Study, buildings in the project vicinity, including those along Seventh and Moss Streets, range from one to five stories, or approximately 20 to 50 feet in height. The proposed new buildings, at four and five stories and approximately 40 and 50 feet in height, would be taller and more massive than the two one-story structures and the surface parking lot presently on the project site. However, the new buildings would be comparable in height to other buildings in the project area and would be within the existing height limits.

Also, the proposed structure would be of a contemporary design, elements of which are intended to relate to the predominately industrial architectural vernacular and visual mix of the larger South of Market neighborhood. As such, the new building would be more compatible in scale and massing with the more recently completed residential and mixed-use buildings, such as the 1101 Howard Street and 190 Seventh Street buildings, in the project area than with the existing low-slung industrial building typology that



exists at present on the project site and that is scattered throughout the neighborhood. However, large lot developments, primarily of residential or commercial nature, do exist throughout the neighborhood; therefore the proposed project would not necessarily constitute a departure from the smaller lot, smaller scale development patterns in the project vicinity. As stated in the Initial Study, the proposed project would: (1) replace an existing surface parking lot with modern buildings that would include street landscaping; (2) be comparable in height and bulk with other buildings in the project vicinity; and (3) create a continuous street wall along Seventh and Moss Streets. Therefore, even though the proposed project would considerably alter the project site, the two buildings would not present a psychological or visual barrier substantial enough to divide the neighborhood or to adversely affect the character of the neighborhood, which, while established, has in recent years evolved to the uses that are present. This evolution would continue with development of the proposed 255 Seventh Street (Westbrook Plaza) project.

In terms of the type of housing proposed as part of the project, as evidenced by the sampling of Housing Element policies on p. 28, the City's greatest need is the provision of affordable housing, and partially addressing this urgent need would be accomplished by this project. It is noted that Objective 1 of the Housing Element is, "To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand." Therefore, the project, although it would intensify land use at the site and in the immediate area, would be consistent with City policy.

In summary, although the project proposes to develop the site with more intensive uses, the character of the project block, including the visual makeup of building frontages, street landscaping, and parking and circulation patterns on Seventh and Moss Streets, would not be substantially adversely altered.

As discussed in Chapter II, the project site is in the Eastern Neighborhoods and is subject to interim policies set forth in Resolution 16727, adopted by the Planning Commission in 2004. The proposed project would be consistent with the interim policies of Resolution 16727, which encourages the maximum density permitted under current zoning, establishes design guidelines for mixed residential/retail projects, permits PDR uses in light and medium categories, limits heights to 40 feet on streets less than 40 feet in width, and limits parking to one space per one dwelling unit.

The project would be consistent with the policies concerning provision of larger units and with provision of no more than one parking space per residential unit. While the project would not provide the maximum permitted residential density, the dwelling unit density is limited by the provision of larger units, which reduces the overall number of units. Seventh Street adjacent to the project site is greater than 40 feet in width. Moss Street is 35 feet wide along a portion of the project site, and 40 feet wide along the remainder; the project building on Moss Street would be 40 feet tall, and therefore the project would be consistent with the policy concerning building height. No PDR use is proposed; the interim policies "permit" but do not require PDR use in the Housing/Mixed Use Overlay area. The project would not displace existing PDR use, although the project would convert land that currently permits PDR use to residential and health care uses, thereby likely precluding subsequent PDR use at the site. The design

guidelines accompanying the interim policies discourage curb cuts and recommend limiting the length of building frontages and installing active pedestrian uses at the ground floor on certain shopping and transit streets. The guidelines also encourage variation in façade designs and internal walkways on lots over 40,000 square feet. In general, the guidelines would appear to have limited applicability to the proposed project, as Seventh Street is neither a retail nor a transit street (nor is Moss Street), and the site is less than 40,000 square feet in area. The project design would be articulated through a series of bays, visually breaking up the facades, which would be consistent with the guidelines.

The proposed project would increase the residential population and the number of employed persons working on the project site, as compared to current conditions. If approved, the proposed project would displace 11 employed persons associated with existing business operations on the project site: a total of ten persons associated with the computer-related business (one on-site employee and nine off-site employees) at 227 Seventh Street and one employee of the parking-lot. Once constructed, the SMHC would employ approximately 13 new persons, with 5 additional full-time employees associated with the residential component.<sup>20</sup> Therefore, the project would result in a total creation of 18 jobs at the site, or a net gain of seven jobs when compared to current on-site employment. While on-site employment would be similar to current conditions, the types of jobs available on the site would change from computer-related jobs and ancillary office jobs to social service and medical jobs in support of the on-site residents and the SMHC patients, including physicians, nurses, counseling/case workers, food service, and ancillary office jobs. The loss of approximately 11 office jobs would not be considered displacement of “a large number of people”; furthermore, no PDR jobs would be lost as part of the proposed project. Moreover, it is likely that the existing employment on the project site (other than the parking lot attendant) could relocate to other space elsewhere in the neighborhood or the City. Furthermore, while the project would not directly displace existing PDR jobs, it would preclude potential future PDR-related employment within the existing building space and preclude the construction of any other PDR uses on the site (see further discussion of this issue, including how it relates to the Eastern Neighborhoods Rezoning process below, under *Cumulative Impacts*).

The project would not displace any existing residents. The project would consist of 100 percent affordable housing, and therefore the project would directly reduce, albeit incrementally, the City’s need for affordable housing.

### ***Cumulative Impacts***

Two major themes have emerged in the debate over land use changes in San Francisco—whether the supply of land and building stock available for PDR uses will be adequate to meet future demand for these uses, and how planning and zoning actions can help meet San Francisco’s acute need for affordable housing. These questions have been focused on the proposed rezoning of the City’s Eastern Neighborhoods. The project site, and the SoMa neighborhood generally, are part of the Eastern Neighborhood Community Planning effort. As noted in the Setting, Eastern SoMa, including the project

<sup>20</sup> Most of the jobs associated with the SMHC would be relocated from the clinic’s existing location on Minna Street.



site, is the focus of area-specific planning efforts currently being considered and analyzed on a neighborhood and community basis. According to the draft *Eastern SoMa Area Plan* prepared for this purpose in October 2006, the zoning designations anticipated at the project site would allow for the residential and health care uses proposed by the project, as well as proposed building height and bulk envisioned by the project. As noted in the Project Description, under *Plans and Policies*, the project site, and the SoMa neighborhood in general, are currently subject to “interim policies” established in Planning Commission Resolution 16727, and the project site is within a designated Housing Mixed Use Overlay area, intended to “encourage mixed-use housing development, especially proposals for housing that maximize the allowable densities and affordability standards.”

The project site remains subject to the interim controls within Resolution 16727. While the proposed project would be consistent with the interim controls of Resolution 16727, and would not directly displace an existing PDR use, it would contribute to a loss of land available for PDR uses by converting the project site to residential and institutional establishments and, thus, precluding the construction of potential new future PDR-related establishments at the site. According to Section 124 of the San Francisco Planning Code, sites within SLR district allow a floor area ratio (FAR) of 2.5:1 for the development of commercial and/or industrial uses. The portion of the project site zoned SLR (the part of the site that would allow PDR uses) is approximately 15,090 square feet in area. Therefore, the maximum amount of PDR space that could be yielded from the portion of the project site that would permit it is approximately 37,725 gross square feet. However, any potential conversion of current uses to PDR uses would be considered purely speculative, as no recent efforts have been made to purchase the buildings on the project site and convert them to PDR uses.

The loss of potential PDR uses can also be calculated based on the maximum number of people that could be employed by PDR establishments if the site were to be converted to PDR-related uses. The exact number of potential jobs not realized due to implementation of the proposed project is difficult to calculate since different PDR uses employ different numbers of staff. Assuming 344 square feet of building space per employee, the density of PDR employment in SoMa, the approximately 37,725 gross square feet of PDR building space has the potential to employ as many as 109 PDR staff.<sup>21</sup> However, the Planning Department forecasts that SoMa could lose between about 2,300 and 7,900 PDR jobs by 2025.<sup>22</sup> While the number of potential jobs that would be precluded by the project represents only a small portion of this PDR job loss, the proposed project would, nevertheless contribute to this change. Moreover, the proposed project, along with other projects, could combine to indirectly prompt further loss in PDR uses and jobs in the project vicinity. The South of Market area, as well as the project vicinity, already have a fair concentration of supportive housing uses and social service agencies that serve the homeless and the working poor, and the project, along with other projects, could generate increased interest on the part of such uses to cluster in the project area.

<sup>21</sup> Employment density from Economic and Planning Systems, *Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods*, April 15, 2005; Table 4.4.  
<http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>.

<sup>22</sup> Based on Planning Department Land Use Allocation 2002; excludes South of Market Redevelopment Area.



A study undertaken for the Planning Department in 2005 found that, with implementation of proposed Eastern Neighborhoods rezoning Option B,<sup>23</sup> adequate land would be available in 2025 to accommodate anticipated PDR employment in San Francisco, although there would be a shortfall in building space available to PDR businesses unless buildings were used more intensively and/or PDR land were developed at a greater floor-area ratio (i.e., with more building space per acre) than is the current pattern. This report also noted, however, that the South of Market neighborhood had sustained the greatest percentage loss, among the various Eastern Neighborhoods, in building space occupied by PDR uses.<sup>24</sup> Most of the project block, including the project site, is designated for housing and commercial uses under Option B, and not for any type of PDR space (large, medium or light), meaning that, although the project block would diminish the supply of land available for PDR uses, this loss is already accounted for and considered in the Eastern Neighborhoods planning process. Therefore, PDR uses are intentionally not anticipated on the project block, which is instead intended for residential and mixed uses.

In San Francisco, land is a finite resource, and land available to PDR users—which can provide needed services to other City industries and at least some of which provide relatively higher-wage jobs to persons with relatively lesser education—is particularly limited. There are more options in the City for certain other uses than for most PDR uses: for example, it is possible to create additional housing supply by developing and redeveloping at higher densities, whereas higher density development is not always an option for business activity, particularly PDR businesses that require adequate circulation space, truck parking, service/storage yards, and that depend on proximity to suppliers or customers and/or that may have some negative effects on neighboring uses (e.g., noise, fumes, dust). Once “industrial” land is given over to residential and mixed use development, it can be very difficult to reclaim it for light industrial or some other PDR uses.

Planning Department information indicates that more than 200,000 square feet of PDR building space could be lost in the South of Market to projects in the development pipeline—that is, projects for which applications have been filed with the Planning Department and the Department of Building Inspection, as well as projects approved and under construction but not yet complete. At the same time, nearly 3,300 residential units are included in the pipeline in SoMa.<sup>25</sup> Thus, the project would contribute to anticipated future losses in PDR land and building space, and potentially to a concomitant loss of PDR businesses and jobs.

Continuing decline in building space and land available to PDR businesses would further the loss of PDR businesses and jobs in San Francisco, contributing to what has been an ongoing trend. As noted in the

<sup>23</sup> The Planning Department is evaluating three options for Eastern Neighborhoods controls. Option A, the low housing option, would involve the least amount of land area changing from existing industrial zoning to residential zoning, while Option C, the high housing option, envisions the greatest such change. Options B would fall in the middle in terms of zoning change.

<sup>24</sup> Economic and Planning Systems, *PDR Supply/Demand Study* (Economic and Planning Systems, *Supply Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods*, April 15, 2005; Table 4.4).

<sup>25</sup> San Francisco Planning Department, *The Pipeline: A Quarterly Report on Proposed Development in the City of San Francisco: 4th Quarter 2005*. February 2006. Available on the internet at: [http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/Pipeline\\_Summary\\_Report\\_Q4\\_2005\\_dr1b.pdf](http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/Pipeline_Summary_Report_Q4_2005_dr1b.pdf). Reviewed August 23, 2006.

draft report, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*, released by the Planning Department in May 2006, “Most production, distribution, and repair businesses are distinguished by their sensitivity to the costs of space. In an unconstrained real estate market, they typically locate in locations and buildings that are not attractive to other uses.”<sup>26</sup> Depending on the outcome of the Eastern Neighborhoods planning process, relatively more or fewer PDR businesses and jobs could be displaced from the Eastern Neighborhoods; changes in this regard in Eastern SoMa will hinge on the area-specific Eastern SoMa planning process now under way for this neighborhood. As noted in the *Socioeconomic Impacts* report, continuing loss of PDR businesses and employment “would mean some San Franciscans who have limited formal education or who are immigrants who do not speak English well would lose opportunities for local, higher wage jobs that offer good opportunities for advancement. Many of these people are existing residents of the Eastern Neighborhoods. Some workers would face a longer commute. San Francisco residents and businesses that rely on PDR services would experience longer delivery times or higher costs for PDR services. San Francisco residents and businesses would have fewer local options for PDR services and would either pay more for the local option or find an alternative provider elsewhere.”<sup>27</sup>

Finally, it should be noted that both the Eastern Neighborhoods Rezoning and Community Plans planning effort remain ongoing planning processes, with Eastern Neighborhoods rezoning and community plans, including the Eastern SoMa Plan, not anticipated to be adopted prior to 2007. Therefore, it is speculative to draw conclusions regarding the amount of PDR land and building space that might ultimately be reserved as part of this planning process.

Evaluated purely as a mathematical question—the project’s loss of 109 potential PDR jobs would represent less than 5 percent of the minimum anticipated PDR job loss in the general SoMa area. However, in light of the uncertainty regarding both the future demand for and supply of PDR building space and land, pending completion of the Eastern Neighborhoods rezoning and planning process, and for purposes of a conservative analysis, the project’s contribution to the loss of land available for PDR use is considered a potentially significant impact that could not be fully mitigated with implementation of the project, which, by definition, would change existing land that allows PDR use to residential and health care uses. The fact that the project would develop 49 affordable housing units and a health care facility that would serve unemployed and underserved populations critically needed by the City could partially offset the project’s contribution to loss of PDR space.

Because the project’s contribution to the cumulative impact would result from the change of use that is proposed as part of the project, no mitigation has been identified for this cumulative impact, as avoiding the change of use would preclude implementation of the proposed project. It is noted that the No Project alternative would reduce the project’s contribution to the cumulative impact to a less-than-significant level by resulting in no project-generated loss of potential PDR space. Also, the PDR Construction

<sup>26</sup> Hausrath Economics Group, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*. Draft Report, May 12, 2006, p. 81. Available on the internet at: [http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/DRAFTSocioeconomic%20Impact%20Report\\_05\\_12\\_06.pdf](http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/DRAFTSocioeconomic%20Impact%20Report_05_12_06.pdf)

<sup>27</sup> Hausrath Economics Group, 2006 (see footnote 26), pp. 84 – 85.



Alternative (Alternative D) would construct a building which would accommodate PDR uses, which would also reduce the project's contribution to the cumulative impact to a less-than-significant level. (Whether the buildings would be reoccupied by a PDR user, however, is a separate question.)

In terms of the City's need for affordable housing, as noted above, the project would help fulfill the policy direction of the Housing Element, which cites the City's urgent need for affordable housing.

In February 2006, the Board of Supervisors' upheld an appeal of a Preliminary Mitigated Negative Declaration (PMND) for a proposed residential project at 2660 Harrison Street, finding that the PMND failed to adequately analyze cumulative effects, including that project's effects "on the City's ability to meet its housing needs as expressed in the City's General Plan, and on land use and housing as delineated in the Department's environmental evaluation checklist."<sup>28</sup> As a project that would make 100 percent of its housing units affordable, and would provide supportive services to its residents, the proposed project would incrementally facilitate "the City's ability to meet its housing needs as expressed in the City's General Plan," inasmuch as a key focus of the Housing Element is to provide new affordable housing, maintain the affordability of that housing, and to help meet the needs of populations who have special needs through supportive services.

It has been argued that recent and ongoing development in formerly light industrial neighborhoods such as SoMa and the Mission District has had a cumulative effect on the availability and cost of sites potentially suitable to accommodate affordable housing and supportive services for lower-income and homeless persons. This argument posits that, as developers acquire sites at relatively lower lands costs in these neighborhoods, non-profit developers and service providers are increasingly less able to afford locations for the construction of affordable housing projects and related services. Because the proposed project would provide 100 percent affordable and supportive housing and would be undertaken by a non-profit organization, it would not contribute to the potential cumulative effect hypothesized above. For this reason, this impact would be considered less than significant.

Based upon the above, the project, therefore, would not adversely affect, either individually or cumulatively, the City's ability to meet its housing needs.

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<sup>28</sup> Board of Supervisors Motion 06-20, File No. 060139, February 14, 2006.



## B. Historical Resources

### Introduction

The Initial Study (see Appendix A) for the proposed project concluded that it would not adversely affect archaeological or paleontological resources or disturb any human remains. The Initial Study did, however, find that the proposed project may have adverse impacts to historic architectural resources. This section, therefore, evaluates the potential impacts on historical architectural resources that could result from the proposed project. A summary of the project site's history is presented based on the Initial Study<sup>29</sup>, information from Historic Resource Evaluation (HRE) prepared by the Planning Department, additional information regarding the project site provided by Carey & Co.,<sup>30</sup> as well as other historic resource studies completed in the South of Market (SoMa) neighborhood by Carey & Co.,<sup>31</sup> Page & Turnbull<sup>32</sup> and Architectural Resources Group.<sup>33</sup>

CEQA Section 21084.1 states that "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." A "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. In addition, a resource that (i) is identified as significant in a local register of historical resources, such as Article 10 and Article 11 of the *San Francisco Planning Code* and certain other surveys that have been adopted by the City,<sup>34</sup> or (ii) is deemed significant due to its identification in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be historically significant "unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant." Finally, CEQA Section 21084.1 permits a lead agency to determine that a resource constitutes a historical resource even if the resource does not meet the foregoing criteria. A "substantial adverse change" is defined in Section 15064.5(b)(1) of the state CEQA Guidelines as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."

In order to be eligible for the California Register, a resource (building, site, object, structure, or district) must meet at least one of four criteria, and must also retain sufficient integrity. The four criteria are: (1) association with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; (2) association with the lives of persons

<sup>29</sup> The Initial Study is included in Appendix A of this EIR.

<sup>30</sup> Carey & Co., Inc., 255 7<sup>th</sup> Street, *Supplemental Information for Residential Demolition Application* (June 2006). Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0588E. The text of this report is also included in Appendix B of this EIR.

<sup>31</sup> Carey & Co., Inc., 275 10<sup>th</sup> Street *Supportive Housing Project, Draft Section 106 Review* (April 26, 2005). Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2005.0634E.

<sup>32</sup> Page & Turnbull, Inc., *Folsom/Dore Apartments Historic Properties Report* (September 2002). Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street.

<sup>33</sup> Architectural Resources Group (ARG), *Determination of Eligibility Evaluation, Eighth and Natoma Streets, San Francisco, CA*, January 28, 2000.

<sup>34</sup> These include surveys of Dogpatch, the Central Waterfront, and North Beach, and the 1968 book *Here Today* (see below).

important to local, California, or national history; (3) the embodiment of the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high artistic values; or (4) the resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation. Integrity encompasses seven aspects: location, design, setting, materials, workmanship, feeling, and association.

Evaluation of the potential for proposed projects to impact “historical resources” is a two-step process; the first step is to determine whether the property is an “historical resource” as defined in Section 15064.5(a)(3) of the state CEQA Guidelines, and, if it is an “historical resource,” the second step is to evaluate whether the action or project proposed by the sponsor would cause a “substantial adverse change” to the “historical resource.”<sup>35</sup>

As discussed in detail below, the Planning Department considers as historical resources those properties listed in or determined eligible for the California Register (including National Register-listed or eligible properties); resources listed in Planning Code Articles 10 and 11; and resources listed as National or California Register-eligible in four specific local surveys adopted by the Board of Supervisors or Planning Commission. Other potential historic resources generally require further review prior to their status being confirmed. This further research will, in some cases, result in a property not previously identified as a historical resource being determined to be such a historical resource for CEQA purposes. As stated in Section 15064.5(a)(4) of the state CEQA Guidelines, “The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources..., or identified in an historical resources survey ... does not preclude a lead agency from determining that the resource may be an historical resource ....”

## Setting

### Rating Buildings of Architectural and Historic Importance

As noted in the introduction, a historical resource for CEQA purposes includes properties listed in or formally determined eligible for listing in the California Register of Historical Resources, or listed in an adopted local historic register. According to Planning Department CEQA historic resources review procedures, adopted “local historic registers” include Articles 10 and 11 of the Planning Code; the 1968 book *Here Today*, adopted by Board of Supervisors resolution in 1970; the Dogpatch Survey, endorsed by Planning Commission motion in 2001; the Central Waterfront Survey, endorsed by Planning Commission motion in 2002; and the North Beach Survey, adopted by Board of Supervisors resolution in 1999. Resources listed in other surveys generally require further consideration prior to a determination being made as to their status as historical resources. Planning Department historical resource review procedures state that, for various types properties, including buildings more than 50 years old that are proposed for demolition, “additional research will be required to determine whether they meet the California Register

<sup>35</sup> San Francisco Preservation Bulletin No. 16, San Francisco Planning Department, “CEQA Review Procedures for Historic Resources.” Final Draft, October 8, 2004; pp. 1-2. Available on-line at: [http://www.sfgov.org/site/uploadedfiles/planning/projects\\_reports/PresBulletin16CEQA10\\_8\\_04.PDF](http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/PresBulletin16CEQA10_8_04.PDF).



criteria and qualify as 'historical resources' for the purposes of CEQA."<sup>36</sup> This further project-specific research will, in some cases, result in a property being determined to be a historical resource for CEQA purposes, even though the property was not previously identified as a historical resource under the preceding criteria.

### ***National Register of Historic Places / California Register of Historical Resources***

The National Register of Historic Places (National Register) is the official U.S. government list of properties that have architectural, historical or cultural significance at the national, state or local level. The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-eligible properties are automatically listed on the California Register.

Properties listed or under review by the State of California Office of Historic Preservation (OHP) are assigned a California Historical Resource Status Code of "1" to "7" in order to establish their historical significance in relation to the National Register or California Register. (That a property does not have a status code does not necessarily indicate the property is ineligible for listing; more often, this simply reflects the fact that a property has not been assessed for eligibility for the National Register or California Register.) Properties with a listing of "1" or "2" are eligible for listing in either California Register or the National Register, or are listed on one or both of the two lists. Properties with a "3" or "4" appear to be eligible for listing in either register, but normally require more research to support this rating. Properties with a "5" are typically locally significant or are of contextual importance. Designations of "6" means that the property is not eligible for listing (frequently only as to the National Register; some such properties may be eligible for the California Register), while a designation of "7" means that a property either has not been evaluated or requires re-evaluation.<sup>37</sup> Properties rated 1 – 5 are considered to be historic resources for the purposes of CEQA.

Properties are assigned California Register status codes when they are evaluated. These evaluations may occur for various purposes. For example, buildings may be assigned tentative status codes as part of a "Section 106 review" (pursuant to the National Historic Preservation Act), or as part of another type of project-specific historical resources evaluation; once these ratings are accepted by OHP, they are recorded as such in OHP's database, which is disseminated to various state offices of the California Historical Resources Information System (CHRIS). According to the Historic Resource Evaluation prepared for the project, none of the buildings on the project site or vicinity have been formally listed or determined eligible for listing in either the California Register or the National Register.

<sup>36</sup> San Francisco Preservation Bulletin No. 16, San Francisco Planning Department (see footnote 35, p. 51); page 6.

<sup>37</sup> The State Office of Historic Preservation (OHP) adopted new California Historical Resource Status Codes in 2003.

Previously, a designation of "4" indicated that a property had the potential, if some circumstance or event was to happen in the future, to become eligible for the National Register. Thus by definition, resources identified as "4"s were not eligible for the National Register. Yet under CEQA, they were presumed to be historical resources. OHP plans to convert all former "4"s to either a 7N or 7N1, whichever is appropriate, to signify that these resources need to be reevaluated using current standards and applying both National Register and California Register criteria.



### ***Local Registers of Historical Resources***

The Planning Department considers a listing of historical resources approved by ordinance or resolution of the Board of Supervisors or the Planning Commission to be a local register of historical resources for purposes of CEQA evaluation.<sup>38</sup>

- *San Francisco Planning Code* Articles 10 and 11 address the preservation of historical, architectural, and aesthetic landmarks, citywide. Designation of a property as a city landmark (or of multiple properties as a historic district) requires approval by the Board of Supervisors of a designating ordinance. Article 10 is considered an adopted local register of historical resources under CEQA, as it is a part of the Planning Code and is therefore subject to formal action by the Board of Supervisors. Since 1967, 246 landmark sites and eleven historic districts have been adopted by the City. The two existing buildings on the project site are not listed as a landmark under Article 10, nor are they included in a historic district identified in Article 11.<sup>39</sup>
- *Here Today* was one of the first major surveys of historic architectural resources in San Francisco and is considered by the Planning Department an adopted local register of historical resources under CEQA, as the findings of this survey were adopted by the Board of Supervisors. It is the resulting publication of a five-year-long survey of historic buildings in San Francisco, San Mateo and Marin counties conducted by the Junior League of San Francisco starting in 1968. The project site is not included in *Here Today*.<sup>40</sup>

### ***Other Surveys of Historical Resources***

Many surveys of historic resources have been completed in San Francisco at various times, for distinct reasons, by different organizations, and often using different methodologies. A building not being included in one or more of these surveys should not be interpreted as meaning a structure is not a resource by today's standards, although as part of historic evaluation, these surveys are routinely consulted.

- *The 1976 Architectural Quality Survey* (or the *1976 Survey*, as it is commonly known), which examined the entire City and County of San Francisco to identify and rate, on a scale of -2 (detrimental) to +5 (extraordinary) architecturally significant<sup>41</sup> buildings and structures. No research was performed and the potential historical significance of a resource was not considered when assigning ratings. Buildings rated 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance. However,

<sup>38</sup> Public Resources Code Sec. 5020.1(k) states, "'Local register of historical resources' means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution."

<sup>39</sup> Article 11 of the Planning Code addresses resources in the downtown (C-3 use districts), and therefore, although it is an adopted local register, does not apply to the project site.

<sup>40</sup> In addition to *Here Today*, three other area-specific surveys – Dogpatch Survey, Central Waterfront Survey, and North Beach Survey – also serve as adopted local registers under CEQA. The project site is not located in these three survey areas.

<sup>41</sup> This use of the word significant in the context of historical resources is to be differentiated from its use under CEQA wherein it denotes an effect that constitutes a substantial adverse change in the environment. Significant, when used in reference to historical resources, denotes a resource's importance.

because the survey has not been officially adopted by City action, the 1976 Survey has not been recognized by the San Francisco Planning Department as a local register that would indicate whether a property is a historical resource for the purposes of CEQA. None of the buildings on the project site were included in the 1976 Survey.

- *The 1977-78 Downtown Survey*, prepared by the San Francisco Architectural Heritage (Heritage), which is the city's oldest not-for-profit organization dedicated to increasing awareness and preservation of San Francisco's unique architectural heritage. The primary survey area was published in book form as *Splendid Survivors* in 1978.<sup>42</sup> The Heritage survey employed 13 rating categories in four headings: architecture, history, environment and integrity. Summary ratings from "A" to "D" were assigned to each building on the basis of evaluation in the 13 rating categories: "A"-rated buildings are of Highest Importance, "B"-rated buildings are of Major Importance, "C"-rated buildings are of Contextual Importance, and "D"-rated buildings are of Minor or No Importance. The Heritage survey is not recognized by the San Francisco Planning Department as an adopted local register of historic resources for CEQA purposes, as the City has taken no formal action with regard to the survey. None of the buildings on the proposed project site, or in the project vicinity, were included in the Heritage survey.
- *The 1990 Unreinforced Masonry Building Survey*, an architectural and historical survey of Unreinforced Masonry Buildings (UMBs) in San Francisco built between 1850 to 1940, which was completed in 1990 by the Landmarks Preservation Advisory Board (LPAB). This report reviewed prior surveys, including the 1976 DCP Survey, the Heritage Survey, the San Francisco General Plan and Planning Code, and state and federal listings. The San Francisco Department of Building Inspection (DBI) compiled a list of approximately 2,000 UMBs in the City at the time of the survey. The South of Market Study Area 2 of the UMB Survey identified eight properties in the project vicinity, none of which are located on the project block. Listing in the UMB survey does not, in itself, connote any historical importance. Rather, the determination whether a listed property is an historical resource must be made based upon other sources.

### **The South of Market (SoMa) Area<sup>43</sup>**

The area that is now South of Market or, SoMa, was an expanse of sand dunes, scrub oak, swamps and streams when Euro-Americans first began to arrive in San Francisco during the late 1840s. In 1847, surveyor Jasper O'Farrell defined its future character by laying out the blocks south of Market Street to be four times larger than blocks north of Market Street. The sand dunes were leveled and all of the creeks and swamps were quickly filled in. The large and mostly level blocks, combined with the district's proximity to the waterfront and downtown, made it the ideal location for heavy industry. In the 50 years

<sup>42</sup> Page, Charles Hall & Associates; and Michael Corbett, *Splendid Survivors: San Francisco's Downtown Architectural Heritage*, prepared for the Foundation for San Francisco's Architectural Heritage. San Francisco: California Living Books, 1979.

<sup>43</sup> This summary of the history of SoMa is derived from Page & Turnbull's 2002 report for the Folsom/Dore Apartments (see footnote 32, p. 50).



that preceded the 1906 earthquake, SoMa evolved into a mixed-use neighborhood, composed of brick factories, machine shops, and warehouses on the major arterial boulevards, with dense rows of wood-frame rooming houses and workers' cottages on the back streets. The local population comprised mostly immigrant laborers from Ireland, Germany, France and elsewhere. Many of the early residents were single men with seasonal employment in industries like lumber, railroad construction, agriculture, and shipping. Residential hotels with single room occupancy (SRO) were built to house them in their off seasons.

Industry developed in several well-defined clusters, with most of the warehouses and shipping operations located near the waterfront in an area known popularly as the South End. This area extended westward to Third Street. Toward the end of the 19th century, industrial development expanded west and south toward the Mission District. The residential area of the South of Market moved westward too, in order to make way for larger factories and warehouses at the waterfront. By 1900, the South of Market was the second-most densely populated area of San Francisco, containing one-fifth of the City's total population, second only to Chinatown.

The South of Market neighborhood was completely destroyed by the 1906 earthquake and subsequent fire that swept through the mostly wood-frame district. Only the Old Mint on Mission Street and the Main Post Office/Court of Appeals Building at Seventh and Mission Streets were spared by the disaster. Unlike much of San Francisco, which was mostly rebuilt along the lines of what preceded it, the earthquake and fire changed land-use patterns and social characteristics in the South of Market to a great extent. Before 1906, housing and industry had been intertwined in the neighborhood, as it had been since the 1850s. After the disaster, concerns with the safety and commercial efficiency of such an arrangement caused landowners in the area to reconstruct the district primarily as an industrial area. Smaller residential lots were merged and streets that had been largely residential were reconstructed with masonry "fireproof" machine shops, factories and warehouses. Limited residential development also occurred, consisting mostly of rooming houses and some multi-family flats that were located primarily on back streets and alleys. Many of the working-class families who had dominated the district before 1906 were forced to relocate to the Mission and Potrero Districts. Between 1900 and 1910, the population of the South of Market declined by almost two-thirds, from 62,000 to 24,000.

The post-earthquake reconstruction of the South of Market neighborhood was completed within a relatively short time—15 to 20 years in two major building booms: 1906-1911 and 1920-1925. The timing of reconstruction, combined with the fact that many of the buildings were designed by a relatively limited number of architects, resulted in a remarkably uniform building stock. With some exceptions, the majority of the buildings took the form of two- to five-story, reinforced-concrete loft structures with multi-pane steel industrial sash windows and minimal ornament. Most of the architects who worked in the area between 1907 and the 1925 provided a stripped-down Classical Revival aesthetic, popular during the era. Similar to the rest of the City, the South of Market saw little development during the 1930s, 1940s and 1950s, although many residential and commercial buildings were remodeled during these three decades.



By the early 1950s, economic stagnation, poverty and increasing crime led the City to declare a large portion of the South of Market an urban renewal zone. The largest of these “slum clearance” efforts involved the demolition of several entire blocks in an area bounded by Third, Mission, Fourth and Folsom Streets to make way for the Yerba Buena Redevelopment Project, which ultimately—many years later—included the Moscone Center, Yerba Buena Gardens, and several large parking garages and office towers.

The 1990s Internet boom oversaw the partial conversion of the South of Market from an aging post-industrial zone of low rents and traditional industries into the capital of the high technology industry. Changes associated with the influx of internet companies include the conversion of former industrial and warehousing spaces into office space and housing, characterized at the time by the rapid construction of “live-work” loft buildings on vacant lots or on the sites of demolished structures.

### ***Potential SoMa Historic District***

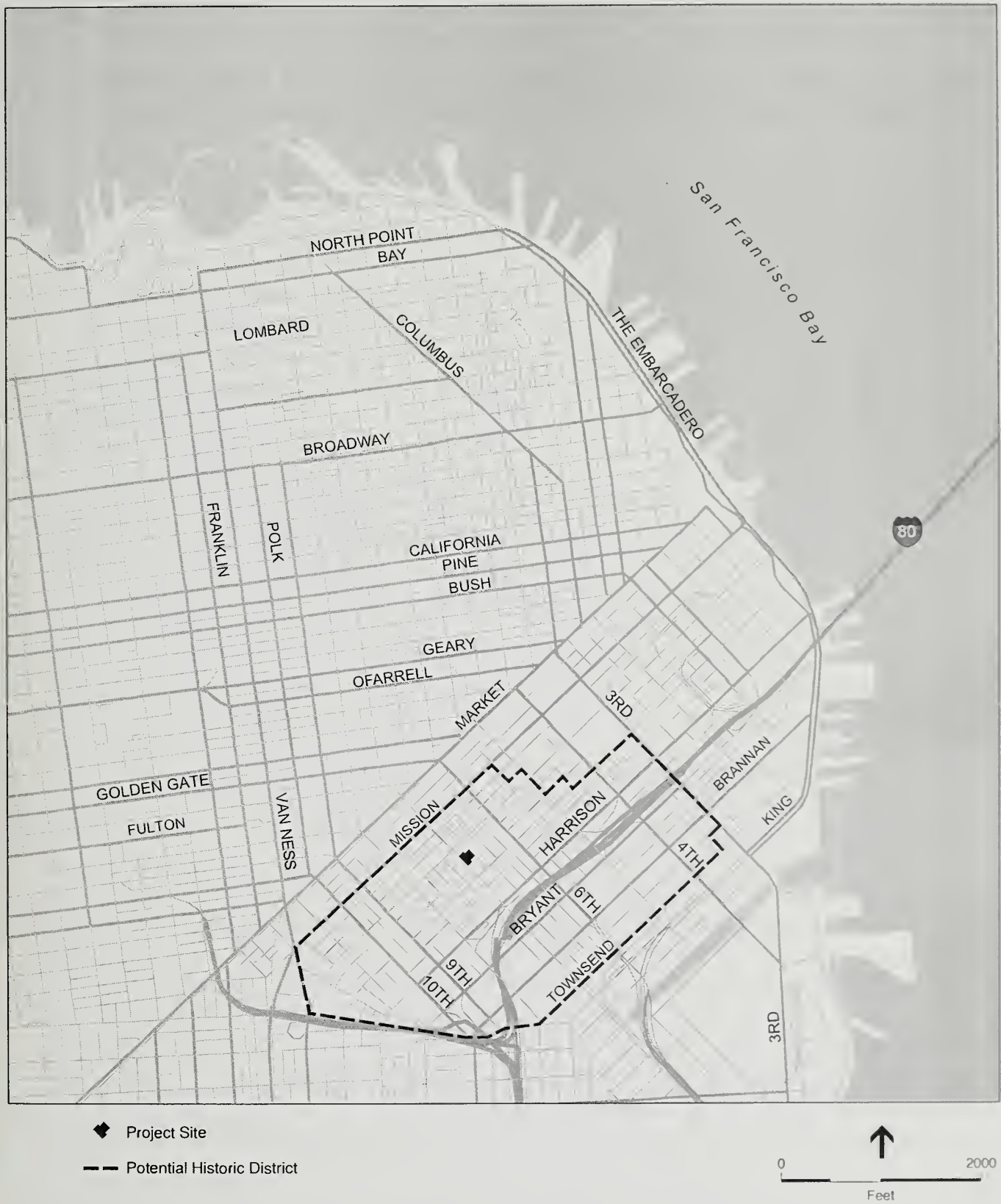
No comprehensive survey and evaluation of the properties in the Eastern SoMa neighborhood or the overall South of Market area has been completed to date. However, a number of project-specific evaluations in recent years have identified a potential historic district of as-yet undefined boundaries within SoMa that could be eligible for the National Register, based on National Park Service criteria for identification of historic districts. Since 2000, four separate historic properties reports have been prepared in the South of Market Area in compliance with federal law and regulations governing historic properties.<sup>44</sup> These reports, commonly referred to as Section 106 reviews, are required where federal “actions,” including the use of federal housing funds, could result in adverse effects on historic resources. A Section 106 review requires determination of an “Area of Potential Effect” (APE) in which the “undertaking” (project) being reviewed could potentially result in effects on historic resources. In general, for a typical undertaking involving no more than a small number of buildings or lots within a developed urban area, the APE is limited to contiguous properties and those from which the site of the undertaking is directly visible.

The four Section 106 reviews completed in SoMa have consistently identified a potential historic district within the greater South of Market neighborhood. Because of the limited extent of the APE for each project, it has been beyond the scope of a project-specific Section 106 review to fully delineate a potential district, a task that would most likely entail surveying most of SoMa. As noted above, the area’s relatively rapid post-earthquake reconstruction, much of it the work of a small number of architects, resulted in a remarkably uniform building stock throughout the SoMa.<sup>45</sup> Therefore, in the absence of an adopted survey, it may reasonably be inferred that a potential SoMa historic district could extend roughly from approximately Third Street all the way to the Central Freeway (and perhaps beyond into the northern portion of the Mission District), and from approximately Mission Street south to approximately Townsend Street (see Figure 8). Through a survey effort, other historical contexts could be identified, which could better delineate smaller clusters and/or themes of buildings.

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<sup>44</sup> These include the three reports referred to in footnotes 31 through 33 on p. 50, as well as another report by Page & Turnbull for a project at Eighth and Howard Streets, prepared in 2000.

<sup>45</sup> Page & Turnbull, 2002 (see footnote 32, p. 50); page 9.



SOURCE: ESA

Case No. 2004.0588E: 255 Seventh Street (Westbrook Plaza) Project . 206306

**Figure 8**  
Potential SoMa Historic District



This extensive potential district boundary has not been definitively identified in any historic resource studies, and is presented conceptually to illustrate the potential extent of a historic district. A full evaluation of the entire SoMa would be required before a historic district could be adopted by the City or listed in the California Register. For purposes of this discussion, the eastern boundary of a potential district was assumed to be approximately Third Street, as there are two existing historic districts (the New Montgomery-Second Street Conservation District under Planning Code Article 11 and the South End Historic District under Article 10) along the Second Street corridor, near Market Street and near the Bay, respectively. The redevelopment area around Yerba Buena Center would likely be excluded from a potential district, as would the Mission Bay North Redevelopment Area along King Street. Market Street has a distinct commercial, as opposed to industrial, history and would also be excluded. Within the potential district boundary, other areas might also be excluded if separate and distinct historical trends were identified. Finally, it is also possible that further analysis would suggest that one or more smaller areas would more appropriately be designated historic district(s), rather than the near-entirety of SoMa. Among the key attributes of a potential SoMa historic district would likely be: a period of significance encompassing the two major post-earthquake periods of rebuilding, from 1906 through approximately 1925; a similarity in building styles (generally, restrained Classical Revival, along with Streamline Moderne detailing towards the end of the period of significance) and patterns of development (industrial buildings on the major streets, with residential buildings mostly on the alleys); and a high degree of integrity among district contributors.

## Project Vicinity

Architecturally, the project vicinity contains a variety of building types characteristic of the South of Market, with a mix of reinforced-concrete light commercial and industrial buildings on the main thoroughfares and smaller wood-frame flats on the mid-block alleys. Typical character-defining features for industrial buildings in the project vicinity include: concrete construction, steel industrial sash, a regular grid of openings, corrugated metal doors, and minimal Classical Revival details typically rendered in sheet metal or stucco. Character-defining features for residential structures in the project vicinity include: wood-frame construction, rustic siding, double-hung sash, flat roofs, box-cornices, and minimal Classical Revival details rendered in wood or stucco. Typically the residential structures have undergone more changes than the industrial buildings. In many cases wood siding has been replaced with stucco, ornament stripped, and wood sash replaced with aluminum casements or sliders. Like some parts of South of Market, the project vicinity has experienced the construction of several new “live-work” buildings in the past decade, including 1150 and 1015 Folsom. These buildings are generally larger in bulk and height than the older residential buildings and often have commercial and office uses on the ground floor. The remainder of the buildings in the area, however, are still used for light industrial purposes, although there are also some that have been converted to office, entertainment, or other uses, while some are vacant.

The project vicinity shares a similar history with the rest of the greater South of Market neighborhood. Prior to 1906, the project vicinity was dominated by multi-unit residential buildings inhabited predominantly by Irish immigrants. The site of the two project buildings consisted of two lots, owned by



private citizens (Agnes F. Boyle and Jacob Saunders). The entire neighborhood was completely destroyed in the 1906 Earthquake and Fire, and as a result, it is assumed that no buildings in the project vicinity predate 1906.

The vast majority of new buildings that were constructed during the first decade that followed the 1906 disaster were wood-frame residential flats built to replace those lost in the fire. Post-1906 residential construction was largely confined to less valuable lots on the alleys such as Russ and Harriet Streets or the less-valuable mid-block lots along the bigger streets, such as Howard and Folsom. Most of the more valuable corner lots, as well as the majority of the lots along Seventh, Howard, and Folsom Streets, were not reconstructed during this initial building boom. For example, 10 of the 19 buildings fronting Moss Street were built between 1906 and 1909, while, of the nearly two dozen buildings on either side of the project block of Seventh Street (and around the corner on Howard and Folsom Streets), more than half date from the 1920s.

Reconstruction of the project vicinity did not begin in earnest until after the First World War, when general nationwide prosperity and increasing land prices for industrial land made the southwest fringes of the South of Market and the North Mission neighborhoods more attractive for industrial uses. Beginning in 1920, a major building boom hit San Francisco. The overwhelming majority of buildings constructed during the 1920s were reinforced-concrete buildings designed for light industrial and warehouse uses, including both project buildings. The 1920s building boom resulted in the transformation of the project vicinity, and much of SoMa, into a predominantly industrial neighborhood characterized by concrete warehouses and machine shops lining the major streets and wood-frame flats clustered on the alleys.

Virtually all development in the project vicinity ceased during the Depression and World War II. By the Post-War period, the project vicinity and the rest of the South of Market had become a densely developed neighborhood. New construction was rare during the second half of the 20th century, as there was little available land and the buildings constructed in the 1920s still continued to be used for the same purposes for which they were originally constructed. While some new development and renovations to existing structures has occurred in recent years, the project vicinity still retains much of its 1920s-era industrial feel and setting.

## **Project Site Description and Brief Building Histories**

According to research by Carey & Co., neither structure on the project site was present prior to 1915. No plans or building permits for either of the buildings are available; thus, the exact construction history or architects associated with the buildings are unknown.

### ***227 Seventh Street***

The building at 227 Street is a one-story commercial building, about 2,000 square-feet in size, constructed of poured concrete, with a flat roof that slopes across the front façade facing Seventh Street, where it is clad with clay tile. The center of the building façade is dominated by windows and doors. A frieze with

decorative paneling is situated below the eaves and a pair of fluted pilasters is located at each side of the primary façade, which faces southwest. The glazed wood entry door, with a single large glass panel and a three-pane transom above it, is situated southeast of the façade center. In the supplemental information report, prepared by Carey & Co., this building was classified as a transitional eclectic style commercial/industrial building of the late 1910s and is characteristic of an early 20th-century industrial style building (see Figure 9, top photo).

According to the Office of the Assessor-Recorder, the building at 227 Seventh Street was constructed around 1924 and for this reason, it is associated with the second wave of industrial development in the South of Market. Prior to its construction, and before the 1906 earthquake and fire, the project site contained residences owned by Agnes F. Boyle and Isaac Greer, and later, Jacob Saunders. According to City Directories, following residential uses, from 1937 to 1959, the building was occupied by Elite Machine Works and consisted of a large “mill and cabinet shop” building made of reinforced concrete with a composition roof and two wired glass skylights. The machine works shop was owned by Lorenzo Piatti, a manufacturing machinist. Not much information is available regarding Elite Machine Works or Lorenzo Piatti, other than he might have originated from Italy. In 1986, the property was owned by Louis Wayne and Therese A. Batmale and in 2003 it was sold to its current owner.

The 227 Seventh Street building was evaluated by Carey & Co. as part of the Historic Resource Evaluation, which found the building eligible for the California Register as part of a potential SoMa historic district, but not individually eligible for the California Register. Carey & Co. found that “the subject property and the surrounding area display a high level of architectural integrity and visible continuity and are potential resources in association with the history of industry and development in the South of Market Area.” The Planning Department found that the 227 Seventh Street building is a historic resource because it is a contributing structure to a potential historic district.<sup>46</sup>

### **229 Seventh Street**

The building at 229 Seventh Street abuts the 227 Seventh Street building along its southeastern side. It is a one-story commercial building, about 960 square feet in size, and is identified as a 20<sup>th</sup> Century industrial style building. The building is made of poured concrete with a smooth parged surface (see Figure 9, middle photo). The low parapet follows the pitch of the gabled roof on the primary (Seventh Street) façade. A wooden trim surrounds the surface of the façade below the roofline, with a pair of pilasters located below. Glazed metal entry door is located in the middle of the façade, with single pilasters flanking it on both sides. Three large, single-pane, wood frame, store front windows are located to the northwest of the door and one large, single-pane, wood frame, store front window is located to the southeast of the door.

<sup>46</sup> Tim Frye, San Francisco Planning Department Staff, *Memorandum: Historic Resource Evaluation Response (227 Seventh Street)*, Case No. 2004.0588E, July 11, 2006. A copy of this document is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E and also in Appendix B of this DEIR.





227 SEVENTH STREET BUILDING



229 SEVENTH STREET BUILDING



SURFACE PARKING LOT

SOURCE: ESA

Case No. 2004.0588E: 255 Seventh Street (Westbrook Plaza) Project 206306

**Figure 9**  
Buildings on the Project Site



The construction date is estimated to be 1924, with the 229 Seventh Street building appearing to have been constructed after the 227 Seventh Street building, based on its architectural style. Like the 227 Seventh Street building, this building was also associated with a “mill and cabinet shop” that existed on the project location prior to 1949, and was used for storage. This building is identified as an art deco influenced commercial building, owing to its simple geometric form and is characteristic of an early 20th-century industrial style building. The Planning Department found that the 229 Seventh Street building is not a historic resource.<sup>47</sup>

## Impacts

### Significance Criteria

A project is generally found to have a significant effect on the environment if it will substantially adversely affect a property of historic significance in such a way as to take away from that property the quality for which it is judged historical. CEQA Section 21084.1 states “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” A “historical resource” is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources, one that is identified as significant in a local register of historic resources, such as Articles 10 and 11 of the *San Francisco Planning Code*, or one that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g). A resource that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g), is presumed to be historically significant unless a preponderance of evidence demonstrates otherwise. Section 5024.1(g) sets forth guidelines for historical resource surveys, including, among other things, listing the results in the State Historic Resources Inventory and preparation of the survey according to State Office of Historic Preservation procedures. In general, project-specific historical resource surveys performed as part of CEQA review in San Francisco will meet these guidelines and, therefore, resources identified as having California Historic Resource status codes of 1 through 5 on such surveys will normally be determined to be historical resources for CEQA purposes.

A “substantial adverse change” is defined by state CEQA Guidelines Section 15064.5 as “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.” The significance of an historical resource is “materially impaired,” according to Guidelines Section 15064(b)(2), when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that:

- A. convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or

<sup>47</sup> Tim Frye, San Francisco Planning Department Staff, *Memorandum: Historic Resource Evaluation Response (229 Seventh Street)*, Case No. 2004.0588E, June 8, 2006. A copy of this document is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E and also in Appendix B of this DEIR.

- B. account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- C. convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

In general, a project that would comply with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (including the Standards for Rehabilitation) is considered mitigated to a less-than-significant level (CEQA Guidelines Section 15064.5(b)(3)).

State CEQA Guidelines Section 15126.4(b)(2) states that, "In some circumstances, documentation of a historical resource, by way of historic narrative, photographs, or architectural drawings as mitigation for the effects of demolition of the resources will not mitigate the effects to a point where clearly no significant effect on the environment would occur."<sup>48</sup> In such cases, the demolition or substantial alteration of a historical resource would remain a significant and unavoidable impact on the environment even after the historical documentation has been completed.

## Impact Evaluation

The proposed project would result in demolition of two buildings and a surface parking lot on the project site and construction of two new buildings: a five-story, 50-foot building with three levels of residential above a two-level health center would front Seventh Street and a four-story, 40-foot residential building would front Moss Street. In combination, the buildings would contain 49 affordable dwelling units. As noted in the Setting, while neither of the project site buildings appear individually eligible for listing in the National Register or California Register, the 227 Seventh Street building contributes to a potential South of Market historic district due to its relatively high level of physical integrity, and contextual contribution to the larger neighborhood (potential historic district), and thus the 227 Seventh Street building is considered an historical resource under CEQA. Since the proposed project would cause the demolition of this historic resource, it would result in a significant impact. Mitigation Measure 1, identified in Chapter IV, would reduce this impact but not to the level of insignificance.

In addition to demolition of the historic building on the project site, the proposed project would also affect the potential historic district, both by demolition of a contributing resource and by the construction of new, larger structures within the historic context. The project could also affect existing historical resources in the immediate vicinity.

<sup>48</sup> Case law has held that, at least in the instance of a major historical resource, commemoration of the resource cannot mitigate, to a less-than-significant level, the impact of demolition of the resource. ("A large historical structure, once demolished, normally cannot be adequately replaced by reports and commemorative markers." *League for Protection of Oakland's Architectural and Historic Resources v. City of Oakland*, 52 Cal. App. 4th 896, 1997.)



The loss of the a single contributing building to the potential, not-yet-defined SoMa historic district would represent a relatively small effect, in terms of the overall number of potential district contributors in the project vicinity and an even smaller percentage change in a larger South of Market neighborhood. For example, if a potential district were to cover most of SoMa west of Third Street, as discussed on p. 56, such a district might include as many as 2,500 properties or more. Regardless, as stated above, demolition of a potential district contributor, even in a district that has yet to be fully defined or delineated, and thus not formally determined eligible for the California Register, would be considered a significant impact to the one *individual* historical resource. However, the effect *on the potential district* of demolition of a single contributing resource, not identified as important enough to be individually eligible for the California Register, would not be of a sufficient degree to disqualify the South of Market, or any sub-area that would include the project site, from consideration for listing as a National or California Register-eligible historic district, given the dozens or possibly hundreds of contributors to this potential district. With the loss of the 227 Seventh Street building, the potential historic district would have an incrementally, but not substantially, diminished capacity to convey the sense of a relatively intact, industrial and working class residential neighborhood constructed primarily during the two decades following the 1906 Earthquake and Fire. Moreover, as noted above, the building is not identified as individually eligible for the California Register, as it was not determined to be associated with events or persons of sufficient historic significance or to sufficiently embody distinctive characteristics of style, type, or period to warrant individual listing. As such, the proposed project's demolition of a contributing resource would not have a significant impact on the potential, as-yet undefined historic district.

As to the effects of the proposed new structure, the proposed project building facing Seventh Street would be of modern architectural design, built as a two-story podium that would house the health clinic with three stories of residential uses of wood-frame construction above. The exterior of the health clinic would have aluminum storefront windows, a granite base, and would be clad in cement plaster (stucco). The exterior elements of residential floors would include aluminum windows, steel and translucent canopies at the main entrances, and sunshades on the residential bays. The Moss Street building would be of wood-frame construction with exterior features that would include cement plank (with a wood plank appearance) lap siding, wooden trim, painted concrete building base, aluminum frame casement windows, metal sunshades and aluminum storefront at the lobby entry. The contemporary design of the project buildings would imitate the architectural forms of some of the older industrial buildings in the project vicinity, including simple, symmetrical façades, internal framing expressed on the exterior façade and large storefront windows.

Buildings immediately adjacent to the proposed project include 225 Seventh Street, a two-story commercial building and 259 Seventh Street, a three-story wood-frame building of contemporary design. While the 259 Seventh Street building would not be considered a contributor to a potential South of Market historic district, the 225 Seventh Street building contains architectural elements that may make it eligible as a contributor to such district. In addition, many other buildings in the project vicinity, including other one- and two-story industrial and light industrial buildings along both sides of Seventh Street, would also contribute to such a potential SoMa historic district.



The proposed new buildings would be two to three stories taller than the buildings immediately adjacent to the project site. The proposed project would be of similar scale as the five-story, modern residential buildings at 1101 Howard Street and 190 Seventh Street, located on the corner of Howard and Seventh Streets, several hundred feet from the project site. Overall, the proposed project would depart from SoMa's historical development pattern of brick and concrete commercial and light industrial facilities along the main streets. It would, however, continue the patterns of constructing wood-frame residential uses on the alleys, although the proposed building on Moss Street would be of greater height and bulk than the smaller residential development currently located in the project vicinity. Moreover, as to use, the proposed project would add an additional residential use onto one of the neighborhood's main streets, as opposed to the historical pattern of most residential uses occupying the alleys. While this would alter historical relationships between buildings, the project would be consistent with the contemporary context of recently constructed larger residential building in the immediate neighborhood and nearby, most of which have at least one frontage on a major street.

The project block does not contain any other buildings which are listed in the National or California Registers or designated as a San Francisco Historical Landmark. For this reason, the proposed project would not affect the historic setting of any property listed in either of the Registers in the project vicinity. Other potential historical resources may be present in the general project area or in Eastern SoMa. However, the project would be situated far enough away from any potential individual historical resource so as not to visually compete with the distinctive characteristics of these buildings. Furthermore, the project would replace an existing mid-block surface parking lot with modern buildings and landscaping. This would create a continuous street wall along Seventh and Moss Streets and result in the project buildings being of similar bulk and height as other buildings in the vicinity.

The proposed project's design is intended to reflect some of the architectural cues of the surrounding industrial buildings. For example, on the Seventh Street side, the building's unified composition, institutional uses along the street, stucco cladding and continuous cornice height would mimic the commercial and industrial buildings which surround it. Similarly, the four-story building on Moss Street would be broken down with vertical articulation and bays, and would have horizontal siding, which would conform to the intimate, mostly residential character typical on Moss Street and within many South of Market alleys. Nevertheless, the overall height, mass, and use of modern materials (i.e., stucco, aluminum frame, etc.) would noticeably contrast with some of the relatively low-rise, smaller-scale, brick and concrete industrial buildings with steel industrial sash windows in the project vicinity. These changes alone would not likely be of a sufficient magnitude to disqualify the South of Market, or even a smaller portion of the neighborhood, from consideration for listing as a National or California Register-eligible historic district, given the possibility that there are hundreds or even thousands of contributors to this potential district. As with the demolition of the 227 Seventh Street building (a contributor to the potential district), construction of the proposed project would incrementally, but not substantially, diminish the capacity of the potential historic district to convey the sense of a relatively intact, industrial and working class residential neighborhood constructed primarily during the two decades following the 1906

Earthquake and Fire. As such, construction of the proposed project would not have a significant impact on the potential, as-yet undefined historic district.

In summary, the proposed project would result in a significant impact due to the loss of a historical resource (227 Seventh Street). As the demolition of a historical resource generally cannot be fully mitigated to a less-than-significant level, the impact of demolition of the 227 Seventh Street building would be considered significant and unavoidable. Mitigation in the form of documentation of the 227 Seventh Street building prior to demolition, identified in Chapter IV (see p. 71), would reduce the impact, but not to a less-than-significant level. Selection of the No Project Alternative, the Full Preservation Alternative, or the PDR Construction Alternative, described in Chapter VI, p. 79, would fully avoid the impact. The demolition of the two existing structures and the parking lot would not result in a significant adverse effect on the potential historic district, nor would the construction of the proposed project buildings result in a significant effect on the historic district, or on individual potential historical resources in the vicinity.

### ***Cumulative Impacts***

While analysis of cumulative impacts is one of the most complicated aspects of CEQA review, it appears clear that the intent of both CEQA and the state CEQA Guidelines is that cumulative impacts analysis should ensure that agencies do not ignore the incremental impacts of many individual projects when these impacts, together, could result in substantial adverse change. Cumulative impacts are those impacts “created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts,”<sup>49</sup> and which are “cumulatively considerable,” meaning that “the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.”<sup>50</sup> It is in this light that the following analysis is presented.

As described above, no comprehensive survey and evaluation of the properties in the Eastern SoMa neighborhood or the remainder of the South of Market district has been undertaken to date. Four surveys that were undertaken in the Western SoMa neighborhood for a separate project have identified a potential historic district, to which many existing buildings in Western SoMa would contribute; given the post-earthquake rebuilding of the entire South of Market, it is reasonable to assume that many SoMa buildings outside of Western SoMa, including those located within Eastern SoMa, would also be contributors to a potential district. This analysis considers that designation of a SoMa historic district may be reasonably foreseeable, and therefore evaluates whether the incremental effects of the proposed project would have a cumulatively considerable impact on the resources that establish the area’s potential eligibility for historic district status.

The proposed project could combine with other past, present and future projects in the South of Market neighborhood to result in the loss of additional contributing resources to a potential SoMa historic district.

<sup>49</sup> CEQA Guidelines Sec. 15130(a)(1).

<sup>50</sup> CEQA Guidelines Sec. 15065(a)(3).



The SoMa neighborhood has been the center of intense development pressures in the last decade that have eliminated many potential historical resources and/or potential district contributors, and the area continues to be the site of other projects that may do the same. For example, approximately ten potential district contributors were demolished to make way for two residential apartment complexes at 165 Eighth Street (the 165 Eighth Street Apartments) and 1180-90 Howard Street (the Eighth and Howard Family Apartments and SoMa Studios), completed in 2001 and 2003, respectively. There are a number of pending projects in the SoMa area that would demolish or substantially alter existing industrial/warehouse and commercial structures and replace them with residential and mixed uses. It is unknown how many of the pending projects would affect historic resources because the potential SoMa historic district is yet undefined and the buildings proposed for demolition have not undergone evaluation to determine if they are contributors to that potential district. Nevertheless, based on existing knowledge that one of the key attributes of the potential SoMa historic district is a period of significance from approximately 1906 through 1925, it is possible to estimate how many pending projects would result in the demolition of a potentially contributory building. Specifically, industrial/warehouse and commercial buildings located within the boundary of the potential SoMa historic district, as shown in Figure 8, that were constructed between 1900 and 1930 are assumed to be contributors to the potential SoMa historic district.<sup>51</sup> The Planning Department has compiled a list of pending projects that would result in the demolition of industrial/warehouse and commercial buildings constructed between 1900 and 1930 (see Table 2). There are approximately 14 projects that would result in the demolition of approximately 18 buildings that may qualify as contributors to the potential SoMa historic district. Given recent trends, it can be reasonably anticipated that other, future projects will be proposed in SoMa that could threaten additional contributory resources within the potential historic district.

<sup>51</sup> The supposition that all industrial/warehouse and commercial buildings located within the boundary of the potential SoMa historic district, as shown in Figure 8, and that were constructed between 1900 and 1930 are contributors to the potential SoMa historic district is conservative because it assumes that all such buildings are contributors without the benefit of a formal evaluation, which could show, for example, that some of these buildings have been substantially altered to a degree whereby they no longer maintain integrity. Additionally, while the period of significance for the potential SoMa historic district is from 1906 to 1925, the EIR includes structures that were constructed between 1900 and 1930 in order to provide a conservative, worst case scenario analysis.



**TABLE 2**  
**PENDING PROJECTS THAT COULD AFFECT THE POTENTIAL SOMA HISTORIC DISTRICT**

No.	Case No.	Address	Description	Year Built <sup>a</sup>
1	2006.0437	938 Howard Street	Demolish the existing 25,000 sq. ft. industrial building and construct a 154-unit SRO building, with 6,044 sq. ft. of commercial space, and 27 parking spaces. The new structure would be approximately 84,665 sq. ft., 85-feet in height and eight stories over basement.	1924
2	2002.1156	1140 Howard Street	The proposed project is to demolish an existing two-story, 9,000 sf office building and construct a 5-story building containing 32 units SRO building, 5 off-street parking spaces and 1,000 sq. ft. of ground-floor retail	1925
3	2005.0200	121 Ninth Street	Demolition of an existing commercial building and construction of a five-story mixed use building with 20 dwelling units, 17 off-street parking spaces, and appx. 800 GSF of ground floor commercial use, requiring variance for off-street parking.	1921
4	2005.1026	452 Tehama Street	Demolition of existing two-story office building and construction of 20 residential dwelling units, 888 sq. ft. of retail, and five parking spaces in two buildings that would be 40 feet and 85 feet in height. Total gross sq. ft. of the project would be approximately 29,362.	1922
5	2006.0241	935 Folsom Street	Demolish existing 18,208 sq.ft. industrial structure and construct 69 residential units, 4,400 sq. ft. of retail/restaurant and 31 parking spaces. The proposed project would be eight-story, with portions of the building at 40 and 85 feet in height and approximately 116,980 gross sq. ft.	1923
6	2005.0759	725 - 765 Harrison Street	Demolition of 141,600 sq. ft. of improvements on six lots and construction of 572 new residential units, 10,000 sq. ft. of retail/commercial space, and 656 parking spaces. Project would encompass six buildings, up to 85 feet in height, totaling 791,800 gross sq. ft.	1900, 1912, 1924, 1941, 1951
7	2005.0634	275 Tenth Street	The project is the demolition of three light industrial buildings and construction of 135 units of supportive housing for chronically homeless adults in a four-story L-shaped building, with residential over retail, parking, and accessory office space.	1922, 1922, 1931
8	2003.1194	346 Ninth Street	Constructing a Commercial/Residential mix use structure w/ 52 SRO units, 6 DU's & 4125 SF commercial tenant space, after demolishing an existing building.	1920
9	2005.0464	1075-1091 Folsom Street	Demo. of existing commercial/light industrial building and parking lot, and construction of a five-story mixed-use building with 68 dwelling units, 40 off-street parking spaces, and appx. 3,000 GSF of ground floor retail use.	1924
10	2005.0525	340-350 11th Street	Demo. of an existing service station and construction of a five-story, mixed-use building with 20 dwelling units, 20 off-street parking spaces, and appx 5,682 GSF of ground floor retail use.	1907
11	2005.1026	465 Tehama Street	New construction of two four-story residential buildings on Lot to be subdivided, with 13-unit building fronting Tehama and 12-unit building fronting Clementina (468 Clementina). Existing building to be demolished.	1924
12	2006.0697	360 Fifth Street (a.k.a. 205 Shipley Street)	Demolition of two existing commercial buildings and construction of a four-story, residential over commercial building, containing 51 residential units, 41 parking spaces, and 6,000 sq. ft. of commercial space.	1945, 1924, 1928
13	2006.1080	1029 Natoma Street	The proposal is to demolish a single-family fire-damaged structure, originally constructed in 1922, and to construct a new 4-unit residential structure in five stories.	1922
14	2006.0913	639 Natoma Street	Demolish a 1906 SF Heritage C-rated two-unit residential building and construct a 40-foot high, 4,700-square foot, 2-unit building with 3-car parking.	1906

<sup>a</sup> Construction year based on assessor's records.

SOURCE: San Francisco Planning Department, September 2006.

Given past, present, and future projects that have demolished or could in the future demolish potential SoMa historic district contributors, the project-specific impact associated with the loss of a contributing building could constitute a cumulatively considerable contribution to a significant loss of historic

resources in the South of Market neighborhood. The 14 pending projects noted above constitute only those projects on file with the Planning Department as of September 2006. Given the level of development activity in the South of Market in recent years, it is reasonable to assume that additional projects will be proposed that would result in demolition of more potential contributors to a potential SoMa historic district, and that the eventual result could be "material impairment" of the potential district. Therefore, because the extent of the district has not been defined, the presumed cumulative loss of contributing resources to a potential SoMa historic district would likely result in a significant adverse effect on the potential district. In the spirit of the state CEQA Guidelines' direction in regard to cumulative impact analysis, and because of the lack of information concerning the extent and integrity of the potential SoMa historic district, this EIR, for purposes of a conservative analysis, finds that the project's cumulative effect on the potential historic district would be significant.

No further mitigation beyond recordation of the historic resources is available to lessen the project's contribution to the cumulative impact on the potential SoMa historic district. Once the SoMa area is fully surveyed and any historic district formally identified, the City would be able to identify applicable historical resources and both the City and project sponsors would know in advance whether a particular site contains such resources, which could reduce the likelihood of adverse effects to the more important historical resources.

## C. Growth Inducement

In general, a project would be considered growth-inducing if its implementation would result in a substantial population increase and/or new development that might not occur if the project were not approved and implemented, such as by removing barriers to subsequent development by providing new infrastructure that includes capacity for further development. The proposed project, an infill development consisting of supportive housing and health care services for homeless and very low income individuals and families, would be a specialized type of residential project whose development at the project site would not be anticipated to substantially influence subsequent development, in that there are a limited number of non-profit housing developers and public agencies who are able and willing to provide the kind of housing that would be provided by the proposed project. Moreover, with about 49 affordable dwelling units, the project would not result in substantial population growth. Rather, because it would be geared towards low- and very low income people, the proposed project would be expected to be populated largely by persons who currently have difficulty in finding affordable housing in San Francisco. However, as noted in Section III.A, Land Use, Planning, and Population, the project, along with other supportive housing and market-rate housing projects, could combine to indirectly prompt further loss in PDR uses and jobs in the project vicinity. In sum, while the project would not result in substantial population growth, as noted in the discussion of cumulative land use impacts, the project would contribute to anticipated future losses in PDR land and building space, and potentially to a loss of PDR businesses and jobs, which could help facilitate further conversion of PDR land to residential and other uses.

The project would be located in an urbanized area and would not provide new infrastructure that would provide added capacity for other kinds of development in the vicinity.



## CHAPTER IV

### Mitigation Measures

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There are several items required by law that would serve to mitigate potential significant impacts; they are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); compliance with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint; and observance of State and federal OSHA safety requirements related to handling and disposal of other hazardous materials, such as asbestos.

Mitigation Measures included in the Initial Study are indicated by an asterisk (\*).

### Historical Resources

#### Mitigation Measure 1 - HABS-Level Recordation

To partially offset the loss of the 227 Seventh Street building, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- **Written data:** A brief report documenting the existing conditions and history of the building shall be prepared, focusing on the building's architectural and contextual relationship with the greater Eastern SoMa neighborhood.
- **Photographs:** Photographs with large-format (4x5-inch) negatives shall be shot of exterior and interior views of the 227 Seventh Street building. Historic photos of the building, where available, shall be photographically reproduced. All photos shall be printed on archival fiber paper.
- **Drawings:** Existing architectural drawings (elevations and plans) of the 227 Seventh Street building, where available, shall be photographed with large format negatives or photographically reproduced on mylar.

The completed documentation package shall be submitted to local and regional archives, including but not limited to, the San Francisco Public Library History Room, the California Historical Society and the Northwest Information Center at Sonoma State University in Rohnert Park.

Implementation of this mitigation measure would not reduce the project's significant adverse impact to a less-than-significant level. State CEQA Guidelines Section 15126.4 states that, "In some circumstances, documentation of an historical resource, by way of historic narrative, photographs or architectural

drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur.” As such, HABS recordation does not fully mitigate the loss of historic structures. Although the primary significance of the 227 Seventh Street building relates to its contextual association with the SoMa neighborhood and not as a significant work of architecture, nonetheless, demolition of the 227 Seventh Street building would result in significant, unavoidable impact on historical resources.

## Archaeological Resources

### Mitigation Measure 2 - Archaeological Testing, Monitoring, and Data Recovery

- \* Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure and the requirements of the project archaeological research design and treatment plan (Archeo-Tec, Archaeological Research Design & Treatment Plan for the Westbrook Plaza Project, City and County of San Francisco, CA, March 2006). In instances of any inconsistency between the requirements of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirements of the latter shall prevail. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in state CEQA Guidelines Sect. 15064.5 (a)(c).

*Archeological Testing Program.* The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant



archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- C. The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- D. A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

*Archeological Monitoring Program.* If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archeological Data Recovery Program.* The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the



resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Section 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (state CEQA Guidelines Section 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archeological Resources Report.* The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

## Air Quality

### Mitigation Measure 3 - Construction Air Quality

- \* The project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

## Hazardous Materials

### Mitigation Measure 4 - Underground Tanks and Contamination

- \* ***Step 1: Determination of Presence of Lead-Contaminated Soils.***

The project sponsor shall submit the Phase I and Phase II Environmental Site Assessments and a fee of \$425 in the form of a check payable to the San Francisco Department of Public Health, to the Hazardous Waste Program, Department of Public Health, 101 Grove Street, Room 214, San Francisco, California 94102. The fee of \$425 shall cover five hours of soil testing report review and administrative handling. If additional review is necessary, Department of Public Health shall bill the project sponsor for each additional hour of review over the first five hours, at a rate of \$85 per hour. These fees shall be charged pursuant to Section 31.47(c) of the San Francisco Administrative Code. Department of Public Health shall review the soil testing report to determine whether soils on the project site are contaminated with lead at or above potentially hazardous levels.

If Department of Public Health determines that the soils on the project site are not contaminated with lead at or above a potentially hazardous level (i.e., below 50 ppm soluble lead), no further mitigation measures with regard to lead-contaminated soils on the site would be necessary.<sup>52</sup>

***Step 2: Preparation of Site Mitigation Plan.***

If based on the results of the soil tests conducted, Department of Public Health determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the Department of Public Health shall determine if preparation of a Site Mitigation Plan (SMP) is warranted. If such a plan is requested by the Department of Public Health, the SMP shall include a discussion of the level of lead contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a combination); 2) the preferred alternative for managing

<sup>52</sup> The Hazardous Materials Mitigation Measure presented in the Initial Study incorrectly identified the potentially hazardous lead level at 50 ppm for total lead. However, per information received from the Department of Toxic Substances Control and the San Francisco Department of Public Health, the potentially hazardous lead levels occur at 50 ppm of soluble lead.



contaminated soils on the site and a brief justification; and 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site. The SMP shall also outline proposed exploratory techniques to confirm the presence or absence of the suspected UST at the western edge of the project site to properly plan for its removal, if found, during site excavation. Any identified USTs shall be removed from the property and disposed of in accordance with applicable regulations. Soil beneath the USTs shall be visually inspected for soil and/or groundwater contamination. If contamination is detected, the impacted materials shall be tracked and managed throughout the construction phase. If deemed necessary, impacted materials shall be mitigated prior to construction. The SMP shall be submitted to the Department of Public Health for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.

### ***Step 3: Handling, Hauling and Disposal of Lead-Contaminated Soils.***

- (a) specific work practices: If based on the results of the soil tests conducted, Department of Public Health determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations, including OSHA lead-safe work practices) when such soils are encountered on the site.
- (b) dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.
- (c) surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.
- (d) soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where lead-contaminated soils have been excavated and removed, up to construction grade.
- (e) hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

### ***Step 4: Preparation of Closure/Certification Report.***

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to Department of Public Health for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing lead-contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.



## **CHAPTER V**

# **Significant Environmental Effects that Cannot Be Avoided if the Proposed Project Is Implemented**

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081 and 15082 of the state CEQA Guidelines, potential impacts that could not be eliminated or reduced to an insignificant level are limited to effects on land use and historical resources.

## **Significant Unavoidable Land Use Impact**

Regarding land use, the project would contribute to the cumulative impact of the anticipated future loss of PDR building space and land in San Francisco, and potentially to a concomitant loss of PDR businesses and jobs.

The cumulative land use effect (loss of PDR land, space, and potentially jobs) could not be fully mitigated with implementation of the proposed project, as the project would result in a loss of land available for PDR use. Implementation of the No Project Alternative might avoid this impact, depending on use(s) that would reoccupy the site. Also, the PDR Construction Alternative (Alternative D) would also avoid this impact by developing the site with PDR-related uses.

## **Significant Unavoidable Impacts on Historical Resources**

Concerning historical resources, the project would result in demolition of the two existing buildings and a surface parking lot on the project site. Based on the analysis prepared for this EIR, the 227 Seventh Street building is considered a historical resource under CEQA as a contributing structure to a potential historic district in the South of Market neighborhood that could be eligible for listing, as a district, on the California Register of Historical Resources. The project, in combination with recent, current, and ongoing development in the South of Market area, would also contribute to a cumulative effect on the potential district.

This impact of demolition of the 227 Seventh Street building could be reduced in severity through mitigation measures identified in the EIR, but would not be fully mitigable. Therefore, this impact is considered significant and unavoidable if the project is implemented. Implementation of the No Project Alternative, the Preservation Alternatives, or the PDR Construction Alternative would avoid this impact. Regarding the cumulative effect on the potential historic district, no additional mitigation is identified. However, the City is currently undertaking a comprehensive survey to determine whether designation of a

local historic district under Article 10 of the Planning Code would be appropriate. It is anticipated that, once complete, this survey could identify applicable historical resources and both the City and project sponsors would know in advance whether a particular site contains such resources, which could reduce the likelihood of adverse effects to the more important historical resources.

The conclusions in this chapter are subject to final determination by the Planning Commission as part of its certification process for the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Planning Commission.

## CHAPTER VI

# Alternatives to the Proposed Project

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This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives, if feasible, instead of approving the proposed project.

### A. Alternative A: No Project

#### Description

This alternative would entail no change to the site, which would remain in its existing condition. Each of the buildings on the project site would be retained, as would the existing parking lot. The existing computer-related business is assumed to remain at 227 Seventh Street, at least in the immediate term, while the existing parking lot adjacent to 229 Seventh Street is also assumed to remain for the short term. The small (less than 1,000 square feet) building at 229 Seventh Street is assumed to remain occupied, at least initially by the current tenant, a parking lot operator. As to uses that could be developed on the project site if the project were not implemented, it is possible that the 229 Seventh Street building and adjacent parking lot would continue to be occupied by a vehicle-related use, similar to the current occupant of that site. Because the building at 229 Seventh Street is so small, it is unlikely that a business, even a PDR business such as a trucking company that is highly dependent on parking space, would use the 229 Seventh Street site as a stand-alone operation, because the building most likely does not provide enough office space. It is possible that this type of PDR use might occupy 229 Seventh Street as a satellite truck and/or equipment storage location, or might occupy the entire project site if both buildings on the site were available for accessory office space. For purposes of analysis, it is assumed that under this alternative a PDR business would ultimately occupy the entire project site, and that the site would therefore be used for publishing, audio/visual, arts, clothing, transport, food/event, furniture, construction, equipment, vehicle, or other PDR use.<sup>53</sup>

#### Impacts

Under this alternative, the project impacts that are described in Chapter III and in the Initial Study would not occur. In particular, the two buildings and the surface parking lot on the project site would not be demolished, and the project would not result in the loss of land available for PDR use. This alternative, therefore, would avoid the significant and unmitigable effect on land use (cumulative loss of PDR space)

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<sup>53</sup> Retention and occupancy of the existing historical resource at 227 Seventh Street by non-PDR use is examined in Alternatives B and C.



and historical resources (demolition of a contributory building, at 227 Seventh Street, to a potential historic district and the cumulative effect on the potential historic district) that would occur with implementation of the proposed project.

Under this alternative, no new construction of supportive residential units and health care facility would occur on the project site, and therefore there would be no construction-related noise or air quality impacts (which would be less than significant with air quality mitigation included as part of the proposed project), nor would there be any potential exposure to potentially contaminated soil, which would be a less-than-significant impact of the proposed project. Archaeological resources would not be affected; this effect would be less than significant, as with the proposed project (which would include mitigation to reduce the impact to a less-than-significant level). Without new supportive residential development or a health clinic, none of the less-than-significant transportation impacts of the proposed project would occur, nor would there be less-than-significant changes in views or shadow impacts resulting from the new buildings that would be developed with the proposed project.

The No Project Alternative would be environmentally superior over the near term because it would not result in significant and unavoidable land use and historic resources impacts. However, the No Project Alternative would not meet any of the project sponsor's objectives.

## **B. Alternative B: Use of 227 Seventh Street in the Project (Preservation Alternative 1)**

### **Description**

This alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA, and would renovate the building and incorporate it into the proposed project as an accessory space for the housing component (for example, as a meeting facility). The building at 229 Seventh Street, which is not a historical resource, would be demolished, as with the proposed project. For purposes of analysis, it is assumed that the renovation would be undertaken consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.<sup>54</sup> The building would also undergo seismic strengthening.

Under this alternative, the new Seventh Street building would be constructed as with the proposed project, except that the new building would extend along Seventh Street only as far north as the southern wall of 227 Seventh Street, the façade of which would be retained and rehabilitated. The new building would be

<sup>54</sup> The state CEQA Guidelines indicate that projects that are consistent with the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* ("Secretary's Standards") generally "shall be considered as mitigated to a level of less than a significant impact on the historic resource" (Section 15064.5(b)(3)). The *Secretary's Standards* are codified in National Park Service regulations (36 CFR 68) and included in the 1995 National Park Service publication *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Properties*, by Kay D. Weeks and Anne E. Grimmer, which is referenced in Section 15064.5 of the state CEQA Guidelines.

constructed adjacent to the 227 Seventh Street building, and openings would be created in the side (south) wall of the existing 227 Seventh Street building to connect the floor area within that building to the remainder of the project's first-floor space. The Moss Street building would be constructed at the same size as is proposed under the project. This Alternative would retain and seismically upgrade the building at 227 Seventh Street, and would incorporate that building into the project.

Alternative B would result in a housing component that would include 43 housing units (six, or 12 percent, fewer than with the proposed project) and a 2,000-square-foot meeting area, totaling approximately 51,600 square feet. The South of Market Health Center (SMHC) would have approximately 15,400 square feet (about 4,000 square feet, or 21 percent, less space than proposed with the project). The garage would be about 20,250 square feet, or 10 percent smaller than with the project.

According to the project sponsor, the reduction of almost 4,000 square feet of the SMHC space in Alternative B means that two or more programs, such the dental program and another program, would have to be withdrawn from those that would otherwise be offered, or offered at a different site.<sup>55</sup> Additionally, retaining and physically connecting the 227 Seventh Street building to the proposed new construction would entail alteration of the garage and ramp design and relocation of the ramp.

## Impacts

By retaining the 227 Seventh Street building, this alternative would avoid significant and unmitigable effect on historic resources that would occur with implementation of the proposed project, assuming that the rehabilitation is conducted in accordance with the *Secretary's Standards*. This alternative would also avoid the project's contribution to the cumulative significant impact on the potential historic district. This alternative, however, would not avoid the project's contribution to the cumulative significant land use impact resulting from the loss of land available for PDR use.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 71, and all other impacts of this alternative would also be less than significant. With about 43 supportive housing units and about 15,400 square feet of health clinic space, as well as historic restoration and seismic retrofitting, this alternative would have similar or slightly less severe impacts than would the proposed project in terms of effects resulting from the intensity of development; that is, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services would be similar to or slightly less than those of the project. Any less-than-significant construction-related impacts would be of similar magnitude as for the project. Visual effects could also be incrementally less substantial than those of the proposed project, as 227 Seventh Street building would be retained and the new building would extend only as far north as its southern wall. Effects related to the location of the project site, such as archaeology, geology, hydrology, and

<sup>55</sup> The project sponsor notes that original programming called for a clinic of approximately 30,000 square feet, which was reduced in size to just under 20,000 square feet due to constraints imposed by the size of the project site.



hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

According to the project sponsor, Alternative B would increase the per-unit cost of construction for the residential component of the proposed project, because the fixed costs, such as the land cost of the project site, would have to be spread among fewer units. Additionally, this alternative would entail retention and rehabilitation of the existing 227 Seventh Street building, which would further increase the per-unit cost, as well as the overall project cost. Moreover, as noted, this alternative would result in a reduction, compared to the proposed project, in the space available to the South of Market Health Center and the number of affordable dwelling units.

## **C. Alternative C: Separate Reuse of 227 Seventh Street (Preservation Alternative 2)**

### **Description**

Like Alternative B, this alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA. However, under this alternative, the existing building would be put to separate use, not as part of the proposed residential component of the project, and would not be seismically upgraded or otherwise rehabilitated. As with the proposed project and Alternative B, the existing non-historic building at 229 Seventh Street would be demolished. As with Alternative B, the new Seventh Street building would be constructed only as far north as the south wall of 227 Seventh Street, and the Moss Street building would be built as under the project. The 227 Seventh Street building could be retained as income property by the project sponsor, or could be sold. The existing computer-related business is assumed to remain at 227 Seventh Street, at least in the immediate term and, although the potential exists that a PDR business might occupy 227 Seventh Street in the future, this is assumed to be less likely than if the entire project site, including the existing parking lot, were available for PDR use, as under the No Project Alternative and PDR Construction Alternative.

Under this alternative, the residential component of the proposed project would be the same as under Alternative B; that is, it would contain a total of approximately 43 housing units, about 6 fewer (12 percent) than with the proposed project. Under this alternative, the South of Market Health Center would occupy approximately 15,400 square feet, about 4,000 square feet less (21 percent) than with the proposed project.

### **Impacts**

As with Alternative B, this alternative would demolish the 229 Seventh Street building and would retain the 227 Seventh Street building. However, with this alternative, 227 Seventh Street would be put to separate use, and the building would not undergo any seismic upgrade or otherwise be rehabilitated. By retaining 227 Seventh Street, Alternative C would reduce the significant and unmitigable effect on



historic resources that would occur with implementation of the proposed project. By retaining one of the buildings on the project site which has the potential to be used for PDR, this Alternative might reduce the project's contribution to the cumulative significant land use impact resulting from the loss of land available for PDR use, depending on the ultimate use to which the building were put.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 71, and similarly all other impacts of this alternative would also be less than significant. With six fewer below-market-rate units and 4,000 less square feet of health clinic space than the proposed project, this alternative would have similar or slightly less severe impacts than would the proposed project in terms of effects resulting from the intensity of development; that is, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services would be similar to or slightly less than those of the project. Visual effects could be incrementally less substantial than those of the project, on the Seventh Street facade. Effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

This alternative would be considered the Environmentally Superior Alternative because it would avoid the project's significant impact on historical resources and would retain a building which could accommodate PDR uses.

According to the project sponsor, Alternative C, like Alternative B, would increase the per-unit cost of construction for the residential component of the proposed project, because the fixed costs such as land cost would have to be spread among fewer units. If the project sponsor were to retain 227 Seventh Street, a portion of the increased cost would be offset by rental income from the building. The sponsor could also offset some of the project costs through sale of the 227 Seventh Street building, although the salability and value of the building is not known. This alternative would result in a reduction, compared to the proposed project, in the space available to the South of Market Health Center and the number of affordable dwelling units.

## **D. Alternative D: PDR-Related Development on Project Site (PDR Construction Alternative)**

### **Description**

Like Alternatives B and C, this alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA, and would develop the Seventh Street-facing sections of both lots into a PDR-related establishment while maintaining the Moss Street-facing sections of both lots to be used for PDR business parking. As mentioned in Chapter III, a variety of business types can be classified as PDR uses (among them publishing, audio/video, arts, fashion, transport, food/event, interior design, construction, equipment, motor vehicles). Therefore, while the exact nature of the business cannot be

specified at this time, a number of business types would be appropriate for development at the site. The project would not result in the development of residential or health care uses on the site. Instead, an independent project sponsor would undertake the development of the site into a PDR-related business and would be required to undergo a separate project review and permitting process. As with the proposed project and Alternatives B and C, the existing non-historic building at 229 Seventh Street would be demolished.

Any new PDR-related building would be constructed only as far north as the south wall of 227 Seventh Street. The 227 Seventh Street building would be retained as income property by the project sponsor, or sold.

Under this alternative, neither the residential component of the proposed project nor the health care facility would be constructed. The PDR-related business would have the potential to occupy the SLR zoned sections of lots 126 and 154 - approximately 15,090 square feet in total. According to Section 124 of the San Francisco Planning Code, sites within SLR district allow a FAR of 2.5:1 for the development of commercial and/or industrial uses. The 15,090-square-foot area would, thus, permit for the construction of a PDR business with a maximum floor space of 37,725 gross square feet.

Since this project would not result in the construction of any housing or health center uses on the project site and, thus, would not fulfill any of the project sponsor's objectives, it would be undertaken as a separate project. Although this alternative would retain the 227 Seventh Street building, it would not undertake its restoration or seismic upgrading.

## Impacts

This alternative would demolish one (229 Seventh Street) and retain one (227 Seventh Street) of the existing structures. Because it would retain the 227 Seventh Street building, this alternative would avoid the significant and unmitigable effect on historic resources that would occur with implementation of the proposed project and avoid the project's contribution to the cumulative significant impact on the potential historic district. Furthermore, by developing the remainder of the site with PDR and PDR-support uses, this alternative would also avoid the project's contribution to the cumulative significant land use impact resulting from the loss of land available for PDR use.

Depending on the scale and configuration of the project that would be constructed on the site under this alternative, impacts would be either significant or less than significant, with some mitigation likely required. Because a number of possible developments would be feasible under this alternative, the exact nature of environmental impacts is difficult to gauge. Specific impacts would depend on the intensity of development and architectural design(s) of the building(s). Since this alternative would limit the construction on site to light-industrial (PDR) uses, it is likely that impacts associated with traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services, would be less than those that would result from the proposed project, because daily and peak-hour traffic volumes would likely be fewer. Visual effects would be determined once a design for a possible PDR building is



chosen, but would not be expected to be significant, given the height and bulk limits for the site. If the building design under this alternative requires a similar amount of grading and excavation as would be required for the project, effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

This alternative could also be considered an Environmentally Superior Alternative since it would avoid the project's significant impact on historical resources and would construct a building which would accommodate PDR uses. However, because the nature of the specific development which would occur under this alternative is speculative, the project developed under this alternative has the potential to result in other significant and unavoidable impacts which are currently unforeseen.

## E. Alternative E: Partial Preservation Alternative

### Description

Similar to Alternative B, this alternative would retain the existing building at 227 Seventh Street, a historical resource under CEQA, and would renovate the building and incorporate it into the proposed project as an accessory space for the housing component (for example, as a meeting facility). The building at 229 Seventh Street, which is not a historical resource, would be demolished, as with the proposed project. The 227 Seventh Street building would also undergo seismic strengthening. Unlike Alternative B, which would construct a new residential-clinic building adjacent to 227 Seventh Street, this alternative would construct the new building and would also build a portion of the housing component above the building at 227 Seventh Street. Thus, this alternative would retain intact approximately the front 25 feet of the historic building, while altering the rear of the building to accommodate the new construction above.

Alternative E would result in a housing component that would include 46 housing units (three units, or 6 percent, fewer than proposed) and a 2,000-square-foot meeting space, totaling approximately 54,500 square feet of residential space. The SMHC (15,400 square feet, or 21 percent less space than with the project) and garage (20,250 square feet, or 10 percent smaller than with the project) would be the same as under Alternative B. In this alternative a portion of the housing component would span above the existing building at 227 Seventh Street, but would be set back approximately 25 feet from the Seventh Street façade, thereby allowing the existing building to continue to “read” as a separate structure from the street (see Figure 10).



**Figure 10:** Alternative E Sketch



According to the project sponsor, this alternative would require seismic upgrade of 227 Seventh Street as well as the construction of additional footings and very tall columns that would be required to support the portion of the housing above 227 Seventh Street. Soil conditions at the site also make it likely that these structural systems would necessitate the installation of some type of micro piles to provide sufficient geotechnical integrity. It is also possible that this alternative could require structural alterations to the rear wall and portions of side walls of 227 Seventh Street. As with Alternative B, the reduction in square footage at the SMHC would affect the programs that would be offered, and connecting the building at 227 Seventh Street with the new development would require relocation of the garage ramp.

## Impacts

By retaining the façade and the front 25 feet of the 227 Seventh Street building, this alternative would lessen the significant effect on historic resources that would occur with implementation of the proposed project, but would not fully mitigate the impact, because the construction of the new residential building atop the rear portion of 227 Seventh Street is assumed to require such substantial alteration of the building that the changes would not be consistent with the *Secretary's Standards*. Moreover, the alterations to 227 Seventh Street would constitute "demolition" of the structure, as defined in Article 10 of the Planning Code, which applies to landmarks and historic districts.<sup>56</sup> Therefore, it is assumed that this alternative would result in a significant impact on the historical resource, albeit a less severe impact than that of the proposed project because this alternative would retain approximately 25 feet of the existing structure (nearly twice the building's height) and would retain the building's character-defining features, including its roofline, small scale, and the features of the principal Seventh Street façade. These aspects of this alternative would allow the building to continue to read as an independent structure. In addition, this alternative would constitute demolition, as defined under Article 10, and, therefore, would also contribute to a cumulative significant impact on the potential historic district, as would the proposed project.

As with the proposed project, this alternative would also contribute to the cumulative significant land use impact resulting from the loss of land available for PDR use.

All other impacts of the proposed project were found to be less than significant, with mitigation as applicable and as described in Chapter IV, p. 71, and all other impacts of this alternative would also be less than significant. With 46 affordable housing units and about 15,400 square feet of health clinic space, as well as historic restoration and seismic retrofitting, this alternative would have similar or slightly less severe impacts than would the proposed project in terms of effects resulting from the intensity of development; that is, traffic volumes and traffic-generated air quality emissions, as well as noise and demand for public services would be similar to or slightly less than those of the project. Any less-than-

<sup>56</sup> Under Article 10, demolition is defined as any of four conditions: (1) Removal of more than 25 percent of the surface of all external walls facing a public street(s); or (2) Removal of more than 50 percent of all external walls from their function as all external walls; or (3) Removal of more than 25 percent of external walls from function as either external or internal walls; or (4) Removal of more than 75 percent of the building's existing internal structural framework or floor plates unless the City determines that such removal is the only feasible means to meet the standards for seismic load and forces of the latest adopted version of the San Francisco Building Code and the State Historical Building Code.

significant construction-related impacts would be of similar magnitude as for the project. Visual effects could also be incrementally less substantial than those of the proposed project, as the façade of the 227 Seventh Street building would be retained. Effects related to the location of the project site, such as archaeology, geology, hydrology, and hazards, would be similar to those of the proposed project, and would be less than significant (with mitigation, in the case of archaeology and hazards) as with the project.

According to the project sponsor, Alternative E—like Alternatives B and C—would increase the per-unit cost of construction for the residential component of the proposed project, because the fixed costs, such as the land cost of the project site, would have to be spread among fewer units. Additionally, this alternative would entail retention and rehabilitation of the existing 227 Seventh Street building, which would further increase the per-unit cost, as well as the overall project cost. Moreover, as noted, this alternative would result in a reduction, compared to the proposed project, in the space available to the South of Market Health Center, further adversely affecting the feasibility of the project.

## CHAPTER VII

### DEIR Distribution List

#### List of Those to Receive Mailed Copies of Draft EIR

Copies of the Draft EIR and the Draft EIR hearing notice were mailed or delivered to the following public agencies, organizations, and individuals. In addition, Notices of Availability of the Draft EIR were mailed to parties who are neighbors of the project site.

##### PUBLIC AGENCIES

State Ofc. of Intergovernmental Mgmt.  
State Clearinghouse  
1400 Tenth Street, Room 121  
Sacramento, CA 95812

Leigh Jordan, Coordinator  
Northwest Information Center  
Sonoma State University  
1303 Maurice Avenue  
Rohnert Park, CA 94928

Office of Historic Preservation  
Milford Wayne Donaldson FAIA, SHPO  
California Dep't. of Parks & Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001

Lucinda Woodward  
State Office of Historic Preservation  
Local Gov and Info Management Unit  
PO Box 942896  
Sacramento, CA 94296-0001

Tim Sable, IGR CEQA Branch  
California Department of Transportation  
Office of Transportation Planning - B  
P.O. Box 23660  
Oakland CA 94623-0660

San Francisco Planning Commission  
1660 Mission Street  
San Francisco, CA 94103  
Attn: Linda Avery, Secretary

Dwight S. Alexander, President  
Christina Olague, Vice President  
Michael J. Antonini  
William L. Lee  
Kathrin Moore  
Hisashi Sugaya  
Sue Lee

Landmarks Preservation Advisory Bd.  
1660 Mission Street  
San Francisco, CA 94103  
Attn: Sonya Banks, Secretary  
M. Bridget Maley, President  
Robert W. Cherny, Vice Pres.  
Lily Chan  
Courtney Damkroger  
Ina Dearman  
Karl Hasz  
Alan Martinez  
Johanna Street

Matthew Franklin, Director  
Mayor's Office of Housing  
One South Van Ness Ave., Fifth Floor  
San Francisco, CA 94103

##### LIBRARIES

Government Information Services (3 C.)  
Main Library - Civic Center  
100 Larkin Street  
San Francisco, CA 94102

Stanford University Libraries  
Jonsson Library of Gov't. Documents  
State & Local Documents Division  
Stanford, CA 94305

Government Publications Department  
San Francisco State University  
1630 Holloway Avenue  
San Francisco, CA 94132

Hastings College of the Law - Library  
200 McAllister Street  
San Francisco, CA 94102-4978

Institute of Government Studies  
109 Moses Hall  
University of California  
Berkeley, CA 94720

##### INDIVIDUALS & GROUPS

Gerald Adams  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103

G Bland Platt Associates  
Mrs. Bland Platt  
362 Ewing Terrace  
San Francisco, CA 94118

Charles Chase, Exec. Director  
San Francisco Architectural Heritage  
2007 Franklin St.  
San Francisco, CA 94109

Sue Hestor  
Attorney at Law  
870 Market St #1128  
San Francisco, CA 94102

Vincent Marsh  
Marsh and Associates  
2134 Green Street, No. 3  
San Francisco, CA 94123-4761

Linda Mjellem  
Union Square Association  
323 Geary St Ste 408  
San Francisco, CA 94102

Arnie Hollander  
The Lurie Company  
555 California St Ste 1500  
San Francisco, CA 94104

Patrick McGrew  
McGrew/Architects  
582 Market St Ste 908  
San Francisco, CA 94104



J G Turnbull  
Page & Turnbull Inc  
724 Pine Street  
San Francisco, CA 94108

Debra Stein  
GCA Strategies  
655 Montgomery Street Ste 1700  
San Francisco, CA 94111

Dorice Murphy  
Eureka Valley Trails & Art Network  
175 Yukon Street  
San Francisco, CA 94114

Shirley Albright  
Landmarks Council of California  
306 Arguello Blvd Apt 101  
San Francisco, CA 94118

Winchell T Hayward  
Victorian Alliance CA Heritage  
208 Willard North  
San Francisco, CA 94118

Stewart Morton  
468 Filbert Street  
San Francisco, CA 94133-3024

California Heritage Council  
PO Box 475046  
San Francisco, CA 94147

F Joseph Butler Architect  
1048 Union St #19  
San Francisco, CA 94133

Courtney S. Clarkson  
Pacific Heights Residents Assn.  
3109 Sacramento Street  
San Francisco, CA 94115

The Art Deco Society of California  
100 Bush Street, Suite 511  
San Francisco, CA 94104

Carey & Co Inc.  
460 Bush Street  
San Francisco, CA 94108

Gerald D Adams  
152 Lombard St #404  
San Francisco, CA 94111-1134

Fort Point & Presidio Hist. Assn.  
PO Box 29163  
San Francisco, CA 94129

David P. Cincotta  
Jeffer Mangels Butler & Marmaro LLP  
Two Embarcadero Center, 5th Floor  
San Francisco, CA 94111

Joseph B. Pecora  
882 Grove Street  
San Francisco, CA 94117

Nancy Shanahan  
Telegraph Hill Dwellers  
224 Filbert Street  
San Francisco, CA 94133

Marie Zeller  
Patri Merker Architects  
400 Second Street, Suite 400  
San Francisco, CA 94107

Alice Suet Yee Barkley, Esq.  
Luce Forward, et. al.  
121 Spear Street, Suite 200  
San Francisco, CA 94105

Tim Kelley  
Workplace History Assn.  
2912 Diamond Street #330  
San Francisco, CA 94131

Gabriel Metcalf, Exec. Director  
S.F. Planning & Urban Research Ass'n.  
312 Sutter Street  
San Francisco, CA 94108

Toby Levine  
1366 Guerrero Street  
San Francisco, CA 94110

Western Neighborhoods Project  
PO 460936  
San Francisco, CA 94146-0936

Katalin Koda  
P.O. Box 14034  
San Francisco, CA 94114-0034

Mark Luellen  
Preservation Coordinator  
San Francisco Planning Department  
1660 Mission Street, Fifth Floor  
San Francisco, CA 94103

Vanessa Hawkins Dandridge  
Development Specialist  
SF Redevelopment Agency  
One South Van Ness  
San Francisco, CA 94103

Michael J. Grisso  
Community and Economic Devel.  
SF Redevelopment Agency  
One South Van Ness  
San Francisco, CA 94103

Marvis Philips  
North of Market Planning Coalition and  
Alliance for Better District 6  
230 Eddy Street #1206  
San Francisco, CA 94102

Andrea Burlando  
10 Moss Street #A  
San Francisco, CA 94103

William Duncanson  
1097 Howard Street, #203  
San Francisco, CA 94103

Brian Fonsworth  
1097 Howard Street, #204  
San Francisco, CA 94103

Matt Leffers  
601 Buena Vista West  
San Francisco, CA 94117

56 Moss Street Home Owners  
Association  
56 Moss Street  
San Francisco, CA 94103

SOMA PAC  
1035 Folsom Street  
San Francisco, CA 94103

Dan Cohen  
EDAW  
150 Chestnut Street  
San Francisco, CA 94111

# List of Those to Receive Notice of Draft EIR Availability

## PUBLIC AGENCIES

California Dep't. of Fish and Game  
Central Coast Region  
Habitat Conservation  
Post Office Box 47  
Yountville, CA 94599

U.S. Fish and Wildlife Service  
2800 Cottage Way, Room W-2605  
Sacramento, CA 95825-1846

Association of Bay Area Governments  
Attn: Suzan Ryder  
P.O. Box 2050  
Oakland, CA 94604-2050

Regional Water Quality Control Board  
Attn: Judy Huang  
San Francisco Bay Region  
1515 Clay St., Suite 1400  
Oakland, CA 94612

Metropolitan Transportation  
Commission  
Attn: Craig Goldblatt  
101 8th Street  
Oakland, CA 94607

Mr. Alan Zahradnik  
Dir. of Planning and Policy Analysis  
Golden Gate Bridge District  
1011 Andersen Drive  
San Rafael, CA 94901

Dennis Baker, Chief of Operations  
City of Daly City  
Wastewater Treatment Plant  
153 Lake Merced Blvd.  
Daly City, CA 94015

Amy Lee, Acting Director  
Department of Building Inspection  
1660 Mission Street  
San Francisco, CA 94103

Fred Blackwell, Director  
Mayor's Office of Community Devel.  
One South Van Ness, 5th Floor  
San Francisco, CA 94103

Jesse Blout, Director  
Mayor's Office of Economic Devel.  
City Hall, Room 448  
San Francisco, CA 94102

John Deakin  
Bureau of Energy Conservation  
Hetch Hetchy Water & Power  
1155 Market Street, 4th Floor  
San Francisco, CA 94103

Mario S. Ballard, Captain  
Bureau of Fire Prevention & Investigation  
1660 Mission Street, 2nd Floor  
San Francisco, CA 94103

Paul D. Jones, Asst. Deputy Chief  
Division of Support Services  
698 Second Street, Room 305  
San Francisco, CA 94107-2015

Peter Straus  
Service Planning Division  
San Francisco Municipal Railway  
One South Van Ness, 7th Floor  
San Francisco, CA 94103

Capt. Albert Pardini  
Police Department  
Planning Division, Hall of Justice  
850 Bryant Street, Room 500  
San Francisco, CA 94103

Bond Yee  
S.F. Department of Parking & Traffic  
Traffic Engineering Division  
One South Van Ness Avenue, 7th Floor  
San Francisco, CA 94103

Susan Leal, General Manager  
Public Utilities Commission  
1155 Market Street, 4th Floor  
San Francisco, CA 94102

Barbara Moy  
San Francisco Dep't. of Public Works  
Bureau of Street Use and Mapping  
875 Stevenson Street, Room 465  
San Francisco, CA 94103

Steve Legnitto  
San Francisco Real Estate Department  
25 Van Ness Avenue, 4th floor  
San Francisco, CA 94102

Svetlana Karasyova, Park Planner  
Recreation & Park Department  
McLaren Lodge  
501 Stanyan Street  
San Francisco, CA 94117

Joe Pelayo, Sr. Engineer  
Water Department  
City Distribution Division  
1990 Newcomb Avenue  
San Francisco, CA 94124

## GROUPS & INDIVIDUALS

Albert Beck  
Eco/Plan International  
3028 Esplanade Street, Suite A  
Chico, CA 95973-4924

Greenwood Press, Inc.  
P.O. Box 5007  
Westport, CT 06881-9900  
Attn: Eric LeStrange

Alice Suet Yee Barkley, Esq.  
30 Blackstone Court  
San Francisco, CA 94123

Andrew Junius  
Reuben & Junius  
235 Pine Street, 16th Floor  
San Francisco, CA 94104

Gabriel Metcalf, Exec. Director  
S.F. Planning & Urban Research Ass'n.  
312 Sutter Street  
San Francisco, CA 94108

Dee Dee Workman, Exec. Dir.  
San Francisco Beautiful  
41 Sutter Street, Suite 709  
San Francisco, CA 94104

San Francisco Tomorrow  
41 Sutter Street, Suite 1579  
San Francisco, CA 94104-4903  
Attn: Tony Kilroy

Joel Ventresca  
1278 44th Avenue  
San Francisco, CA 94122

Ed Michael  
1001 Franklin Street, #20E  
San Francisco, CA 94109-6840

Jim Haas  
Civic Pride  
115 Sansome Street, Ste. 500  
San Francisco, CA 94104

Turnstone Consulting  
330 Townsend Street, Suite 216  
San Francisco, CA 94107

During Associates  
120 Montgomery Street, Suite 2290  
San Francisco, CA 94104

EIP Associates  
353 Sacramento Street, Suite 1000  
San Francisco, CA 94111

Environmental Science Associates  
225 Bush St., Suite 1700  
San Francisco, CA 94104-4207

Sally Maxwell  
Maxwell & Associates  
1522 Grand View Drive  
Berkeley, CA 94705

Joseph and Lolita Baclay  
1357 Folsom  
San Francisco, CA 94103

Sandi Borok  
St. Anthony Foundation  
291 10th St.  
San Francisco, CA 94103

Charles Breidinger  
1136 Howard St.  
San Francisco, CA 94103

John Carlson  
Monaco Labs  
234 9th St.  
San Francisco, CA 94103

Nina Berkson  
Citizens Housing  
26 O'Farrell Street, Suite 600  
San Francisco, CA 94108

Elizabeth Colomello  
S.F. Redevelopment Agency  
One South Van Ness, Fifth Floor  
San Francisco, CA 94103

Daisy Cruz  
Westbay Filipino Multiservice Center  
180 7th St.  
San Francisco, CA 94103

Supervisor Chris Daly  
Board of Supervisors  
City Hall, Room 244  
San Francisco, CA 94102-4689

Teresa Dulalas  
1357 Folsom  
San Francisco, CA 94103

Chris Durazzo  
SOMCAN  
965 Mission St., Suite 220  
San Francisco, CA 94103

Kevin Edelbrock  
Folsom/Dore Apts.  
75 Dore St.  
San Francisco, CA 94103

Antonia Escobar  
75 Dore St. #110  
San Francisco, CA 94103

Anthony Faber  
81 9th St.  
Apt. 104  
San Francisco, CA 94103

Darryl Flick  
Folsom Street Events  
584 Castro St., Suite 553  
San Francisco, CA 94114

Gensler and Associates  
600 California Street  
San Francisco, CA 94103

Jody Harris  
Ritchie Commercial  
251 California, Suite 150  
San Francisco, CA 94104

George Hauser  
Hauser Architects  
60 Rausch, Suite 201  
San Francisco, CA 94103

Harry Hayashi  
265 10th St.  
San Francisco, CA 94103

Darryl Higashi  
SF DHS  
1440 Harrison St., 2nd Floor  
San Francisco, CA 94103

Diana Hsu  
201 Harrison St.  
San Francisco, CA 94103

Walter Kiner  
220 9th St.  
San Francisco, CA 94103

Kek Tee Lim  
75 Dore St.  
San Francisco, CA 94103

Joel Lipski  
SF Mayor's Office of Housing  
One South Van Ness, Fifth Floor  
San Francisco, CA 94103

Gail and Charles McCabe  
1331 Folsom St.  
San Francisco, CA 94103

Frank McGrath  
Blow Up Lab  
34 Dore  
San Francisco, CA 94103

Jim Meko  
SoMa Leadership Council  
364 10th St.  
San Francisco, CA 94103

Rob Monaco  
Monaco Labs  
234 Ninth  
San Francisco, CA 94109

C.M. Nolan  
Box 426611  
San Francisco, CA 94142

Michael Nulty  
Tenant Associations Coalition  
PO Box 420782  
San Francisco, CA 94142-0782

Daniel O'Connor  
St. Anthony Foundation  
121 Golden Gate  
San Francisco, CA 94102

Be Van Pham  
75 Dore St. #412  
San Francisco, CA 94103

Mike Pittler  
Hauser Architects  
60 Rausch Street, Suite 201  
San Francisco, CA 94103

Bernadette Sy  
Bayanihan Filipino Amer. Dev. Fdn.  
953 Mission St., Suite 415  
San Francisco, CA 94103-2974

Jose Toledo  
Manilatown Heritage Foundation  
953 Mission St., Suite 30  
San Francisco, CA 94103

Bill Worthen  
Folsom Street Events  
584 Castro #553  
San Francisco, CA 94114

Teresa Yanga  
SF Mayor's Office of Housing  
One South Van Ness, Fifth Floor  
San Francisco, CA 94103

Mr. Mahmood Ghazi  
280 Noe Street  
San Francisco, CA 94114



Mr. Tom Balestri  
Cahill Contractors  
425 California Street  
San Francisco, CA 94104

Albert Beck  
Eco/Plan International  
3028 Esplanade Street, Ste. A  
Chico, CA 95973-4924

Andrew Tuft  
Singer Associates  
140 Second Street, 2nd Floor  
San Francisco, CA 94105

Bay Area Council  
200 Pine Street, Suite 300  
San Francisco, CA 94104- 2702

Bob Jacobvitz  
AIA San Francisco Chapter  
130 Sutter Street  
San Francisco, CA 94104

Bob Meyers  
Robert Meyers Associates  
120 Montgomery Street Suite 2290  
San Francisco CA 94104

Brett Gladstone  
Gladstone & Associates  
177 Post Street, Penthouse  
San Francisco, CA 94108

Bruce White  
3207 Shelter Cove Avenue  
Davis, CA 95616

Calvin Welch  
Council of Community Housing Orgs.  
409 Clayton Street  
San Francisco, CA 94117

Carol Lester  
Chicago Title  
388 Market Street, 13th Floor  
San Francisco, CA 94111

Chi-Hsin Shao  
CHS Consulting Group  
500 Sutter Street, Suite 216  
San Francisco, CA 94102

Chinatown Resource Center  
1525 Grant Avenue  
San Francisco, CA 94133

Cliff Miller  
89 Walnut Avenue  
Corte Madera, CA 94925-1028

Coalition for S.F. Neighborhoods  
P.O. Box 320098  
San Francisco, CA 94132 - 0098

Dale Carleson  
Pacific Exchange  
301 Pine Street  
San Francisco CA 94104

Dale Hess  
Executive Director  
S. F. Convention & Visitors Bureau  
201 3rd Street Suite 900  
San Francisco CA 94103

Daniel LaForte  
Recreation & Park Department  
McLaren Lodge, Golden Gate Park  
501 Stanyan Street  
San Francisco, CA 94117

Dave Kremer  
Shartsis Freise & Ginsburg  
One Maritime Plaza, 18th Floor  
San Francisco, CA 94111

David C. Levy, Esq.  
Morrison & Foerster, LLP  
425 Market Street  
San Francisco, CA 94105-2482

David P. Rhoades & Associates  
364 Bush Street  
San Francisco, CA 94104-2805

Diane Wong  
UCSF Campus Planning  
3333 California Street, Suite 11  
San Francisco, CA 94143-0286

During Associates  
120 Montgomery Street, Suite 2290  
San Francisco, CA 94104

Ed Michael  
1001 Franklin Street, #20E  
San Francisco, CA 94109-6840

Environmental and Landuse Section  
Pillsbury, Winthrop LLP  
50 Fremont Street  
San Francisco, CA 94105

Eunice Willette  
1323 Gilman Avenue  
San Francisco, CA 94124

Frank Fudem  
NAI BT Commercial  
201 California St., Ste. 100  
San Francisco, CA 94111

Georgia Brittan  
San Franciscans for Reasonable Growth  
460 Duncan Street  
San Francisco, CA 94131

Gruen, Gruen & Associates  
564 Howard Street  
San Francisco, CA 94105

Hartmut Gerdes  
Square One Productions  
1736 Stockton Street, Studio 7  
San Francisco, CA 94133

Howard Levy, Director  
Legal Assistance to the Elderly  
100 McAllister Street #412  
San Francisco CA 94102

Howard M. Wexler Esq  
Farella Braun & Martel LLP  
235 Montgomery Street 30th Floor  
San Francisco CA 94104

James C. DeVoy  
Milton Meyer & Co.  
One California Street  
San Francisco CA 94111

James Reuben  
Reuben and Junius  
235 Pine Street, 16th Floor  
San Francisco, CA 94104

Jan Vargo  
Kaplan/McLaughlin/Diaz  
222 Vallejo Street  
San Francisco, CA 94111

Janet Carpinelli  
934 Minnesota Street  
San Francisco, CA 94107

Jason Henderson  
Department of Geography  
San Francisco State Univ.  
1600 Holloway Ave.--HSS 279  
San Francisco, CA 94132

Jay Cahill  
Cahill Contractors, Inc.  
425 California Street, Suite 2300  
San Francisco, CA 94104

Jennifer Cleary, President  
San Francisco Tomorrow  
P.O. Box 1579  
San Francisco, CA 94104  
Jerry Tone  
Montgomery Capital Corp.  
244 California St.  
San Francisco, CA 94111

Jim Ross  
Solem & Associates  
550 Kearny Street  
San Francisco, CA 94108

Albert Beck  
Eco/Plan International  
3028 Esplanade Street, Suite A  
Chico, CA 95973-4924

John Bardis  
Sunset Action Committee  
1501 Lincoln Way, #503  
San Francisco, CA 94122

John Elberling  
Yerba Buena Consortium  
182 Howard Street, #519  
San Francisco, CA 94105

John Kriken  
Skidmore, Owings & Merrill, LLP  
444 Market Street, Suite 2400  
San Francisco, CA 94111

John Sanger, Esq.  
1 Embarcadero Center, 12th Floor  
San Francisco, CA 94111

John Vaughan  
Cushman & Wakefield  
1 Maritime Plaza, Suite 900  
San Francisco, CA 94111

Jon Twichell Associates  
70 Hermosa Avenue  
Oakland, CA 94618

Larry Mansbach  
Mansbach Associates  
582 Market Street, Suite 217  
San Francisco, CA 94104

Leigh Jordan, Coordinator  
Northwest Information Center  
Sonoma State University  
1303 Maurice Avenue  
Rohnert Park, CA 94928

Mary Murphy  
Gibson Dunn & Crutcher  
One Montgomery Street, Ste. 3100  
San Francisco, CA 94104

Mary Anne Miller  
SF Tomorrow  
1239 42<sup>nd</sup> Avenue  
San Francisco, CA 94122

Melvin Washington  
Bayview Merchants Association, Inc.  
P.O. Box 24505  
San Francisco, CA 94124

Michael Dyett  
Dyett & Bhatia  
755 Sansome Street, #400  
San Francisco, CA 94111

Michael Rice  
EIP Associates  
353 Sacramento Street, Suite 1000  
San Francisco, CA 94111

Milford Wayne Donaldson, FAIA,  
Office of Historic Preservation  
CA Department of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001

Page & Turnbull  
724 Pine Street  
San Francisco, CA 94109

Paul Kollerer/Tom Balestri  
Cahill Construction Services  
1599 Custer Avenue  
San Francisco, CA 94124-1414

Peter Bass  
Ramsay/Bass Interest  
3756 Grant Avenue, Suite 301  
Oakland, CA 94610

Peter Bosselmann  
Environmental Simulation Lab  
119 Wurster Hall  
University of California  
Berkeley, CA 94720

Philip Fukuda  
TRI Commercial  
1 California Street Suite 1200  
San Francisco, CA 94111

Regina Sneed  
National Lawyers Guild  
558 Capp Street  
San Francisco, CA 94110

Richard A. Judd  
Goldfarb & Lipman  
1300 Clay Street, 9th Floor  
City Center Plaza  
Oakland, CA 94612-1455

Richard Mayer  
NRG Energy Center  
410 Jessie Street, Suite 702  
San Francisco, CA 94103

Robert S. Tandler  
3490 California Street  
San Francisco, CA 94118-1837

Ruben Santiago  
P.O. Box 56631  
Hayward, CA 94545

San Francisco Chamber of Commerce  
235 Montgomery Street, 12th Floor  
San Francisco, CA 94104-2902

San Francisco Group  
Sierra Club  
85 2nd Street, Floor 2  
San Francisco, CA 94105-3441  
San Francisco Tomorrow  
41 Sutter Street, Suite 1579  
San Francisco, CA 94104-4903

Sedway Group  
505 Montgomery Street, #600  
San Francisco, CA 94111-2552

Stanley Warren  
S.F. Building & Const. Trades Council  
150 Executive Park Blvd., Suite 4700  
San Francisco, CA 94134- 3341

Stephen Weicker  
899 Pine Street, #1610  
San Francisco, CA 94108

Svetlana Karasyova, Park Planner  
Recreation & Park Department  
McLaren Lodge  
501 Stanyan Street  
San Francisco, CA 94117

Steve Nickerson  
Principal Admin. Analyst  
San Francisco MUNI  
875 Stevenson Street, Room 260  
San Francisco, CA 94103

Steven L. Vettel  
Farella Braun & Martel LLP  
235 Montgomery Street 30th Floor  
San Francisco CA 94104

Stu During  
During Associates  
120 Montgomery Street Suite 2290  
San Francisco CA 94104

Sue O'Leary--CEQA  
Permitting & Inspection Branch MS#15  
Calif. Integr. Waste Mgmt. Board  
P.O. Box 4025  
Sacramento CA 95812-4025

Morgan, Lewis & Bockius  
One Market Plaza  
San Francisco, Ca 94105

The Jefferson Company  
10 Lombard Street, 3rd Floor  
San Francisco, CA 94111-1165

Turnstone Consulting  
330 Townsend Street, Suite 216  
San Francisco, CA 94107

Dennis Purcell  
Coblentz, Patch, Duffy and Bass  
One Ferry Building, Suite 2  
San Francisco, CA 94111

William Rostov  
Communities for a Better Environment  
1611 Telegraph Avenue, Suite 450  
Oakland, CA 94612

Michael Nulty  
Alliance for a Better District 6  
PO Box 420782  
San Francisco, CA 94142-0782

Peter Cohen  
Asian Neighborhood Design  
1182 Market Street, Ste.300  
San Francisco, CA 94102

Chris Daly  
Board of Supervisors  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

Richard McGearry  
Buena Vista Neighborhood Association  
555 Buena Vista West #601  
San Francisco, CA 94117-4143

Gordon Chin  
Chinatown Resource Center  
1525 Grant Ave.(Tower)  
San Francisco, CA 94133

Judith Berkowitz  
Coalition for S.F. Neighborhoods  
PO Box 320098  
San Francisco, CA 94132-0098

Paradise Lounge  
Eleventh Street Merchants Assn.  
308 11th St.  
San Francisco, CA 94103

Ian Lewis  
HERE Local 2  
209 Golden Gate Avenue  
San Francisco, CA 94102

Bob Rhinc  
LMN Association  
1025 Minna Street, #9  
San Francisco, CA 94103

Janet Carpinelli  
Lower Potrero Hill Neighbrhd Assn.  
934 Minnesota Street  
San Francisco, CA 94107

Gloria Fontanello  
Marina Neighborhood Association  
1435 Bay Street  
San Francisco, CA 94123

Carolyn Diamond  
Market Street Association  
870 Market St., Suite 456  
San Francisco, CA 94102

Richard Marquez  
Mission Agenda/Sixth St. Agenda  
2940 16th Street #204  
San Francisco, CA 94103

Corrine Woods  
Mission Creek Harbor Assoc.  
300 Channel Street, Box 10  
San Francisco, CA 94107

Don Marcos  
Mission Hiring Hall  
3042 16th Street  
San Francisco, CA 94103-3419

Eric Dash  
Natoma Street Neighborhood Group  
940 Natoma Street #3  
San Francisco, CA 94103

David Baker  
North of Market Planning Coalition  
PO Box 426693  
San Francisco, CA 94142-6693

Antonio Diaz  
PODER  
474 Valencia Street #125  
San Francisco, CA 94103

Paul Lord  
Planning Department of S.F.  
1660 Mission Street  
San Francisco, CA 94103

John Clancy  
Portside Homeowners Association  
115 South Park  
San Francisco, CA 94107

President  
Potrero Boosters Neighborhood Assn.  
1459 - 18th Street, Suite 133  
San Francisco, CA 94107

Reed Bement  
Rincon Hill Residents Association  
75 Folsom Street #1800  
San Francisco, CA 94105

Jim Meko  
SOMA Leadership Council  
366 Tenth Street  
San Francisco, CA 94103

SOMA Senior Community Action Grp.  
360 Fourth Street  
San Francisco, CA 94107  
SOMCAN  
965 Mission Street  
San Francisco, CA 94103

Marcia Ban  
SOMPAC  
1035 Folsom Street  
San Francisco, CA 94103

President  
Samoan Development Centre  
2055 Sunnysdale Avenue #100  
San Francisco, CA 94134-2611

Jason Born  
SoMaWest Interactive Neighborhood  
Group  
24 Bernice Street  
San Francisco, CA 94103

Louise Bird  
South Park Improvement Association  
115 South Park  
San Francisco, CA 94107

Ralph House  
St. Paul of the Shipwreck  
1122 Jamestown Ave.  
San Francisco, CA 94124

York Loo  
York Realty  
243A Shipley Street  
San Francisco, CA 94107-1010

## MEDIA

Bill Shiffman  
Associated Press  
303 2nd Street, #680 North  
San Francisco, CA 94107-1366

Gabe Roth  
San Francisco Bay Guardian  
135 Mississippi Street  
San Francisco, CA 94107-2536

San Francisco Business Times  
275 Battery Street, Suite 940  
San Francisco, CA 94111

Patrick Hoge  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103



John King  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103

The Sun Reporter  
1791 Bancroft Avenue  
San Francisco, CA 94124-2644

Melanie Carroll  
San Francisco Examiner  
450 Mission St., 5th Fl.  
San Francisco, CA 94105

Leland S. Meyerzone  
KPOO - FM  
PO Box 6149  
San Francisco CA 94101

*Notice of Availability also sent to  
project site neighbors.*

## CHAPTER VIII

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### Appendices

# APPENDIX A

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## Initial Study





# PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER  
(415) 558-6378

DIRECTOR'S OFFICE  
PHONE 558-6411

4TH FLOOR  
FAX 558-6426

ZONING ADMINISTRATOR  
PHONE 558-6350

5TH FLOOR  
FAX 558-6409

PLANNING INFORMATION  
PHONE 558-6377

MAJOR ENVIRONMENTAL  
FAX 558-5991

COMMISSION CALENDAR  
INFO 558-6422

INTERNET WEB SITE  
WWW.SF.GOV.ORG/PLANNING

## Notice Of Preparation of an Environmental Impact Report

Date of Notice: September 9, 2006

Lead Agency: Planning Department, City and County of San Francisco  
1660 Mission Street, San Francisco, CA 94103

Agency Contact Person: Viktoriya Mass

Telephone: (415) 558-5955

Project Title: 2004.0588E – 255 Seventh Street, Westbrook Plaza

Project Sponsor/Contact: Mercy Housing California/Rosalba Navarro  
South of Market Health Center/Charles E. Range

Telephone: (415) 355-7110

Telephone: (415) 436-0111

Project Address: 255 Seventh Street

Assessor's Block and Lot: Block 3731, Lots 126 & 154

City and County: San Francisco

**Project Description:** The proposed project (Westbrook Plaza project) is located at 255 Seventh Street (Assessor's Block 3731, Lots 126 and 154). The project site is located mid-block between Howard and Folsom Streets in the South of Market Neighborhood. The approximately 23,655-square-foot, T-shaped project site fronts the east side of Seventh Street and the west side of Moss Street. The existing site includes a one-story, approximately 18-foot high commercial building totaling about 2,000 square feet and a one-story, approximately 18-foot high building totaling about 960 square feet. The rest of the lot is occupied by a surface parking lot. The proposed project would demolish both structures and eliminate the surface parking lot.

The proposed project would result in the construction of two new buildings. A five-story, 50-foot building with three levels of residential above a two-level health center would front Seventh Street (the Seventh Street Building). A four-story, 40-foot residential building would front Moss Street (the Moss Street Building). The two buildings would share a mid-block courtyard. The proposed project would also include a subsurface parking lot with 45 off-street parking spaces. The Seventh Street Building would contain an approximately 20,000-square-foot out-patient South of Market Health Center (SMHC). The third, fourth and fifth floors of the Seventh Street Building would be occupied by 10 affordable dwelling units each, for a total of 30 affordable dwelling units. Access to the dwelling units, the SMHC and the pharmacy would be provided through three separate entry/exit points along Seventh Street. The Seventh Street Building would be 50 feet high. The Moss Street Building would have 19 affordable dwelling units. Access to the dwelling units would be from Moss Street. The Moss Street Building would be 40 feet high. The project site is within the SLR (Service/Light Industrial Mixed Use) and RED (Residential Enclave) zoning districts and the 50-X/40-X height and bulk districts.

Building Permit Application Number(s), if Applicable: Not applicable.

**THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT. AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED.** This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance) and the following reasons, as documented in the Initial Study for the project, which is attached.

Written comments on the scope of the EIR will be accepted until the close of business on October 10, 2006. Written comments should be sent to Paul Maltzer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103.

**State Agencies.** We need to know the views of your agency as to the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency.

Thank you.

Date

Paul E. Maltzer, Environmental Review Officer

# INITIAL STUDY

## 2004.0588E – 255 Seventh Street, Westbrook Plaza

### I. PROJECT DESCRIPTION

The proposed project (Westbrook Plaza project) is located at 255 Seventh Street (Assessor's Block 3731, Lots 126 and 154). The project site is located mid-block between Howard and Folsom Streets in the South of Market (SOM) Neighborhood (see Figure 1 on page 2). The approximately 23,655-square-foot, T-shaped project site fronts the east side of Seventh Street (165 feet) and the west side of Moss Street (119 feet). The existing site includes a one-story, approximately 18-foot high commercial building totaling about 2,000 square feet and a one-story, approximately 18-foot high building totaling about 960 square feet. Both buildings are located in the northwest corner of the project site and front Seventh Street. The rest of the lot is occupied by a surface parking lot. Until recently, the project site was occupied by a Thrifty car rental business, which included 49 parking spaces and a small car wash. Currently, the project site is occupied by a surface parking lot. The proposed project would demolish both structures and eliminate the surface parking lot.

The proposed project would result in the construction of two new buildings. A five-story, 50-foot building with three levels of residential above a two-level health center would front Seventh Street (the Seventh Street Building). A four-story, 40-foot residential building would front Moss Street (the Moss Street Building). The two buildings would share a mid-block courtyard (see Figure 2 on page 3). The proposed project would also include a subsurface parking lot under the entire parcel. The subsurface lot would accommodate about 45 parking spaces. Table 1 shows the development program for the proposed project.

TABLE 1 – WESTBROOK PLAZA DEVELOPMENT PROGRAM			
Uses	Seventh Street Building	Moss Street Building	Total
Residential (square feet)	35,474	20,861	56,335
Institutional, SMHC (square feet)	19,409	-	19,409
Parking (square feet)	-	-	22,497
<b>Total (square feet)</b>	-	-	<b>98,241</b>
Affordable Dwelling Units	30	19	49
1-Bedroom	12	2	14
2-Bedroom	6	14	20
3-Bedroom	12	3	15
Number of Parking Spaces	-	-	45
Height (feet)	50	40	-
Floors	5	4	-

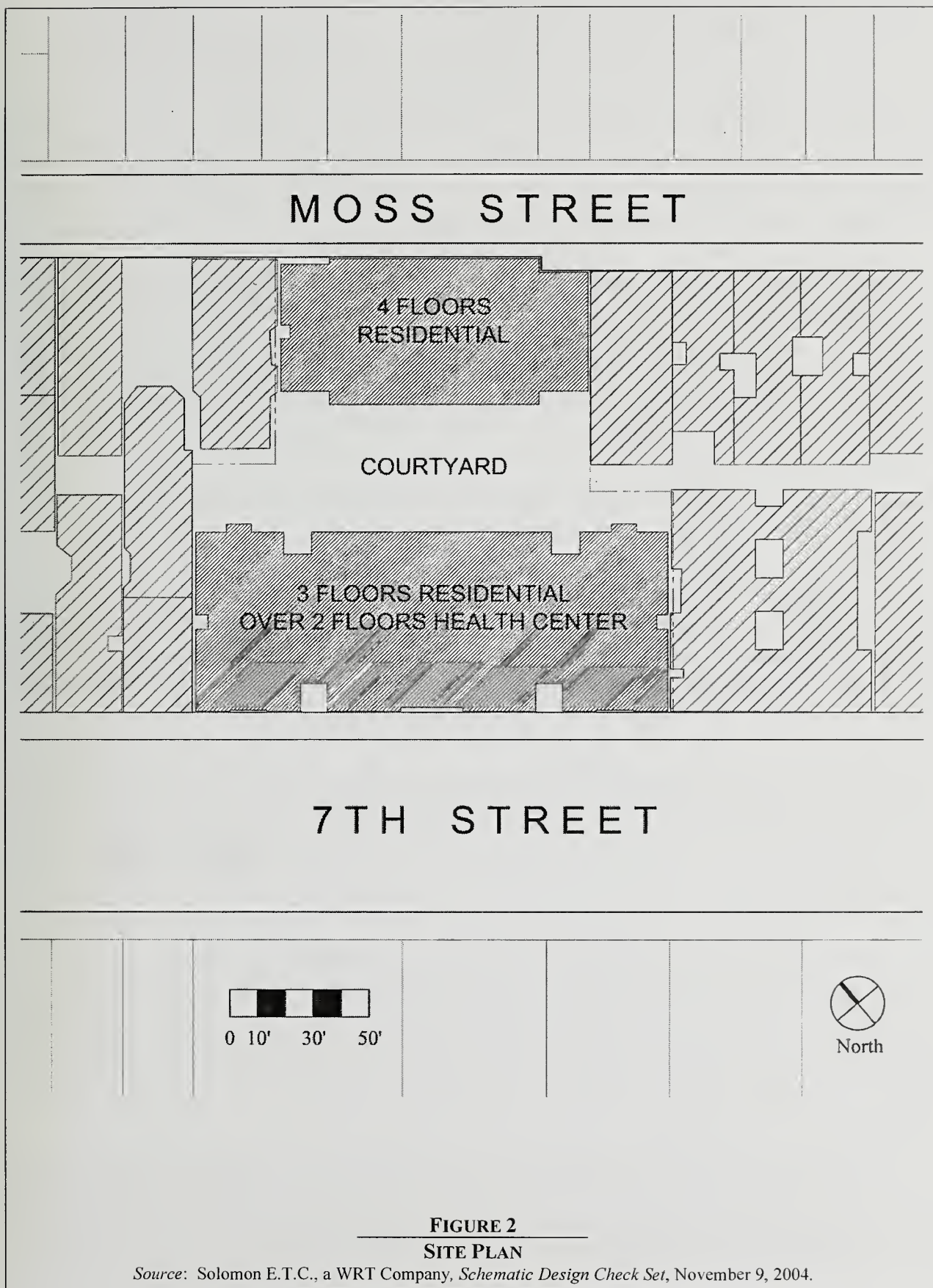
Source: Solomon E.T.C, a WRT Company, *Schematic Design Check Set*, November 9, 2004; Design Studios Gonzalo Castro, electronic communication with Planning Department, September 19, 2005.





**FIGURE 1**  
**PROJECT LOCATION**  
 Source: San Francisco GIS, May 2006.





The Seventh Street Building would contain an approximately 19,500-square-foot out-patient South of Market Health Center (SMHC) that would include a small pharmacy.<sup>1</sup> The SMHC would occupy the first and second floors of the building. The third, fourth and fifth floors of the Seventh Street Building would be occupied by 10 affordable dwelling units each, for a total of 30 dwelling units (12 one-bedrooms, six two-bedrooms and 12 three-bedrooms). Figure 3 on page 5 shows the Seventh Street Building third level layout, which is representative of the layout of the fourth and fifth levels. Access to the dwelling units, the SMHC and the pharmacy would be provided through three separate entry/exit points along Seventh Street. The Seventh Street Building would be 50 feet high (see Figure 4 on page 6).

The SMHC's mission and responsibility is to increase medical services for low income and vulnerable population groups, regardless of their ability to pay for rendered services. The SMHC provides a wide range of primary care and disease prevention services. The SMHC would provide the following services: general medicine, chronic disease management, family planning, prenatal, HIV, STD, dental, pharmacy, laboratory, and enabling service (social services, health education and nutrition). It is anticipated that the SMHC would have the following hours of operation:

Monday – Thursday	8:00 am to 5:00 pm
Friday – Saturday	8:00 am to 3:30 pm
Sunday	Closed

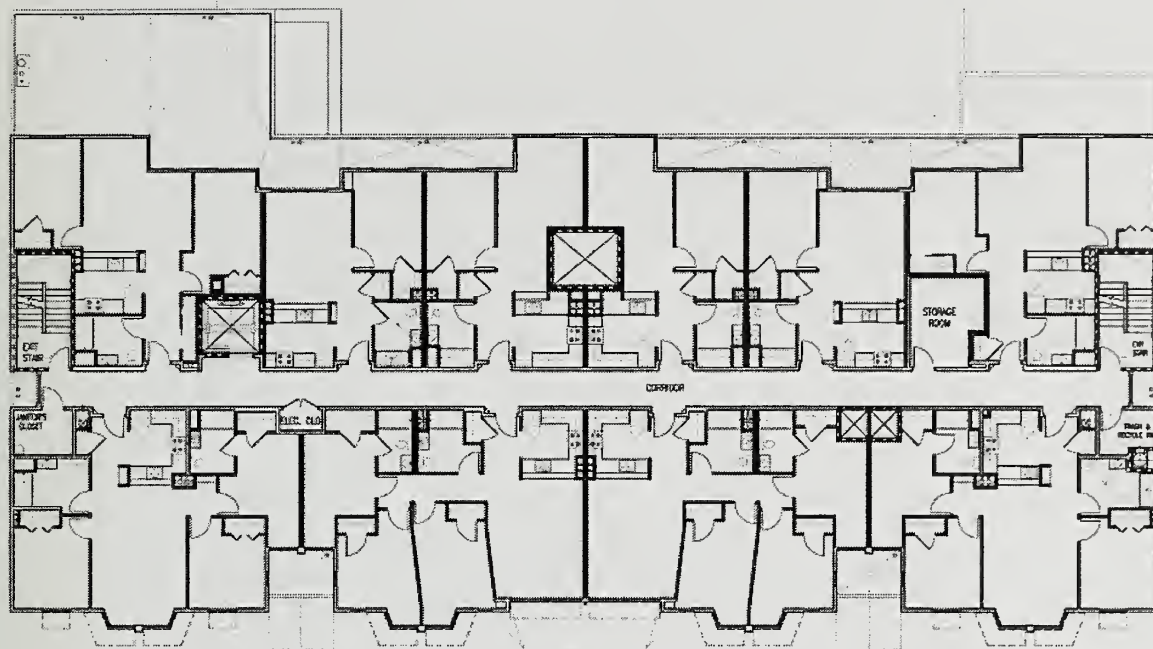
The Moss Street Building would have 19 affordable dwelling units (two one-bedrooms, 14 two-bedrooms and three three-bedrooms). Figure 5 on page 7 shows the Moss Street Building third level layout, which is representative of the layout of all the other levels. Access to the dwelling units would be from Moss Street. The Moss Street Building would be 40 feet high (see Figure 6 on page 8).

The two buildings would share a mid-block landscaped courtyard and a one-level subsurface parking lot. Of the 45 proposed parking spaces, 24 spaces would be designated for residential use and 21 spaces would be designated for SMHC use.

## II. PROJECT SETTING

The project site is presently comprised of two lots: lot 126 is approximately 18,375 square feet and fronts Seventh Street (125 feet) and Moss Street (95 feet); lot 154 is approximately 5,280 square feet and also fronts Seventh Street (40 feet) and Moss Street (24 feet). Both lots are within the SLR (Service/Light Industrial Mixed Use) and RED (Residential Enclave) zoning districts and within the 50-X/40-X height and bulk districts. The project sponsor is proposing to merge lots 126 and 154 to create a single lot that would be approximately 23,655 square feet.

<sup>1</sup> Currently, the South of Market Health Center (SMHC) is located at 551 Minna Street (between Sixth and Seventh Streets) about 3 blocks northeast of the project site. The existing SMHC is about 6,100 square feet with an additional 2,000 square feet of administrative space located at 1091 Mission Street. The target community and service area for the SMHC are low-income and medically underserved residents living primarily in the South of Market area.



0 10' 30' 50'



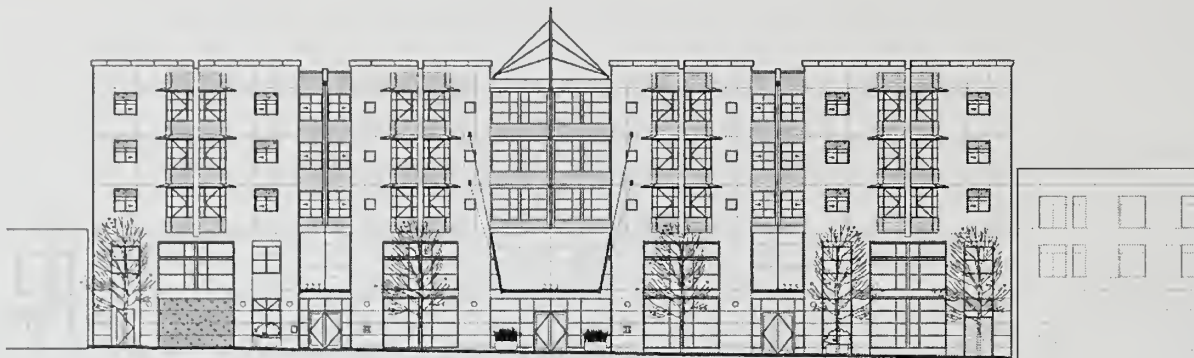
North

**FIGURE 3**

**SEVENTH STREET BUILDING THIRD FLOOR PLAN**

Source: Solomon E.T.C., a WRT Company, *Schematic Design Check Set*, November 9, 2004.





0 10' 30' 50'



North

**FIGURE 4**

**SEVENTH STREET BUILDING ELEVATION**

*Source: Solomon E.T.C., a WRT Company. Schematic Design Check Set, November 9, 2004.*

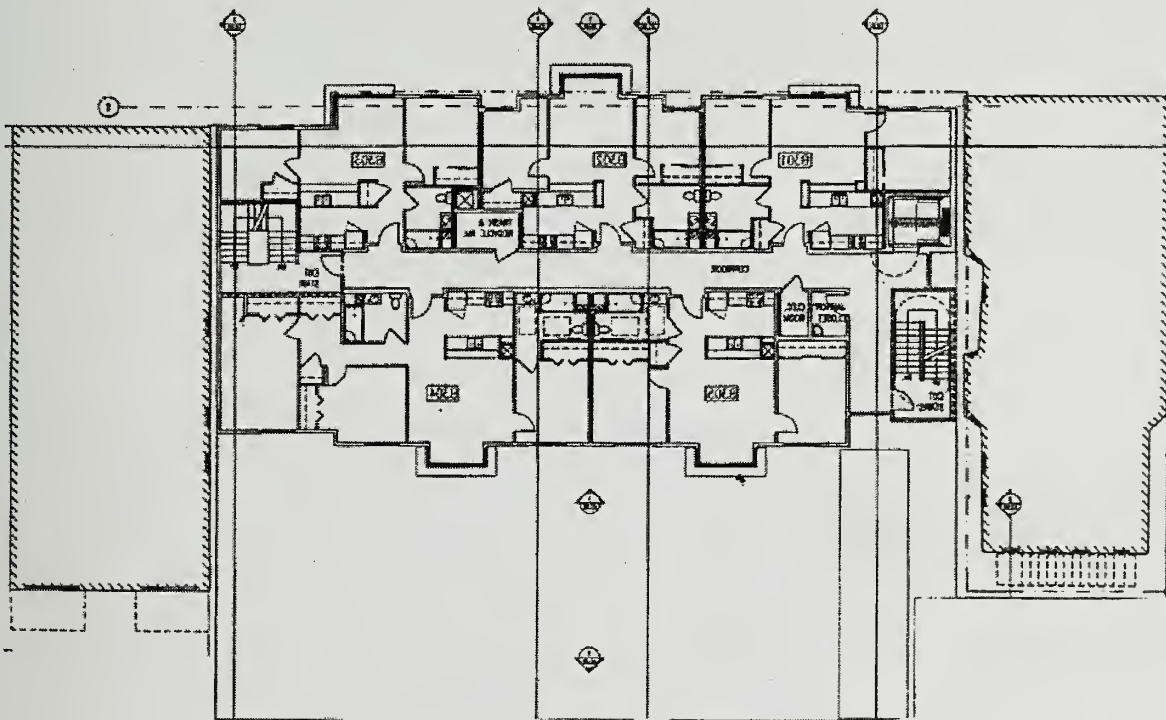


FIGURE 5

**MOSS STREET BUILDING THIRD FLOOR PLAN**

Source: Solomon E.T.C., a WRT Company. *Schematic Design Check Set*, November 9, 2004.



0 10' 30' 50'



North

**FIGURE 6**

**MOSS STREET BUILDING ELEVATION**

*Source: Solomon E.T.C., a WRT Company, Schematic Design Check Set, November 9, 2004.*



The project site vicinity is a mixed-use area that includes light industrial uses, ground-floor commercial and retail uses and residential uses.<sup>2</sup> The residential uses are interspersed throughout the project site area and vary from five-story multi-family buildings to single-story single-family residences. In general, many of the multi-unit residential buildings are located on corner lots of major arterial streets (e.g., northwest and southwest corners of Seventh and Howard Streets) while single- two- and three-family residential buildings are located on collector streets (e.g., Moss, Russ and Langton Streets). The heights of buildings in the project vicinity are variable but most buildings are one- to five-stories high (approximately 20 to 50 feet). The predominant scale in the project site vicinity is two- to three-story buildings.

On the south, the project site is adjacent to a three-story Ramada Limited Hotel that fronts Seventh Street and a five-story residential building that fronts Moss Street. On the north side, the project site is adjacent to a two-story commercial building that fronts Seventh Street and a two-story residential building that fronts Moss Street. The rest of the block is occupied by mixed uses, including residential uses that front Moss Street and commercial uses, such as a paint store and SOMA Inn Café, that front Seventh, Folsom and Howard Streets. Land uses on the west side of Seventh Street (across the street from the project site) are also mixed and include mostly two-story commercial and light industrial establishments. The project site neighborhood has very similar mixed land uses as those described above for the project site block.

### **III. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS**

#### **A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT**

The proposed project has been evaluated to determine whether it would result in significant environmental impacts. The project could contribute to a significant cumulative Land Use and Land Use Planning impact because the conversion of the site to residential and institutional uses could contribute to a loss of land zoned for production, distribution and repair (PDR) uses (a portion of the project site is zoned SLR (Service/Light Industrial Mixed Use)). The proposed project could have a significant impact on Cultural Resources because it would result in a demolition of a building that has been determined to be a historic resource. Accordingly, Land Use and Cultural Resources will be analyzed in the Environmental Impact Report (EIR).

#### **B. EFFECTS FOUND NOT TO BE SIGNIFICANT**

The following effects of the proposed project have been determined to be either insignificant or to be mitigated through mitigation measures included in this Initial Study: Aesthetics, Population and Housing, Transportation and Circulation, Noise, Air Quality, Wind and Shadows, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hazards and Hazardous Materials, Mineral and Energy Resources, and Agricultural Resources. Additionally, while the proposed project would result in a significant historic resources impact due to demolition of a historic building, it would result in a less-than-significant archaeological resources impact. The above listed topics are discussed below and require no further environmental analysis in the EIR. All mitigation measures listed on pages 59 - 64 have been agreed to by the project sponsor and will be incorporated into the proposed project.

<sup>2</sup> The project site vicinity is defined as approximately 500 feet (0.1 mile) out in all directions from the boundary of the project site.

#### IV. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

	<i>Applicable</i>	<i>Not Applicable</i>
<b>A. <u>COMPATIBILITY WITH EXISTING ZONING AND PLANS</u></b>		
Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Discuss any conflicts with any adopted plans and goals of the City or Region, if applicable.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Discuss any approvals and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from Regional, State, or Federal Agencies.	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The *San Francisco Planning Code (Planning Code)*, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the *Planning Code*, or an exception is granted pursuant to provisions of the *Planning Code*. Approval of the proposed project would result in demolition of two existing buildings and construction of two new buildings comprised of 49 dwelling units and an approximately 19,500-square-foot SMHC. The specific impacts of this proposed development are discussed below under the relevant topic headings.

The project site is within the SLR and RED zoning districts. Residential uses are principally permitted in the SLR and RED zoning districts at a density of 1 dwelling unit per 200 square feet of lot area and 1 dwelling unit per 400 square feet of lot area, respectively. The project site is within the 50-X and 40-X height and bulk districts. The Seventh Street Building would be sited within the 50-X height and bulk district and would be approximately 50 feet high. The Moss Street Building would be sited within the 40-X height and bulk district and would be approximately 40 feet high. The SLR zoning district principally and conditionally permits certain institutional uses. As determined by the Zoning Administrator in a December 15, 2004 Letter of Determination, the SMHC best fits into the Social Service definition under *Planning Code* Section 890.50(a). Social Service use is a Conditional Use in the SLR zoning district and is subject to review and approval by the Planning Commission at a public hearing under Section 303 of the *Planning Code*. Accordingly, the proposed project would require a Conditional Use Authorization.

The proposed project would also require a variance for modification of the rear yard requirement. The project sponsor is proposing to meet the rear yard requirement with a central court open space rather than providing open space opposite of one of the two street frontages. *Planning Code* Section 134(e) allows such modifications if the following three criteria are met: (1) a comparable amount of usable open space is provided elsewhere on the lot or within the development where it is more accessible to the residents; (2) the new building does not significantly impede the access of light and air and views from adjacent properties; and (3) the modified rear yard will not significantly affect the mid-block open space. Per Section 151 of the *Planning Code*, the proposed project would be required to provide 49 off-street parking spaces for residential use and approximately 64 parking spaces for the SMHC, for a total of about 113 off-street parking spaces.



The proposed project would result in 45 off-street parking spaces, or 68 spaces shy of the requirement. Accordingly, the proposed project would require a parking variance.

The project site is within the SOM Redevelopment Area and is part of the *SOM Redevelopment Plan* (with proposed Amendments), which was adopted by the Board of Supervisors in December of 2005. The *SOM Redevelopment Plan* aims to alleviate physical and economic conditions of blight. The proposed project was identified as a development opportunity site in the *SOM Redevelopment Plan* and as such, would not obviously or substantially conflict with it.

The project site is located in the SOM neighborhood, which is part of the San Francisco Eastern Neighborhoods. The City is presently considering a variety of zoning options for the Eastern Neighborhoods, ranging from Zoning Option A, which would preserve the greatest amount of existing industrially zoned land, to Option C, which would preserve the least amount of industrial land and create more mixed use and housing zones in the Eastern Neighborhoods. In the mean time, on February 12, 2004, the Planning Commission adopted Resolution No.16727, which established policies and procedures for development proposals in sections of SOM, Mission and Showplace Square, which are areas within the Eastern Neighborhoods. The project site is within the SOM area and is designated for Housing/Mixed Use where the maximum housing density permitted under the current zoning is encouraged in new residential projects; design guidelines are established for mixed residential/retail projects; PDR in light and medium categories are permitted; heights are limited to 40 feet on streets less than 40 feet in width; and parking should not exceed one parking space per residential unit.

The *San Francisco General Plan* provides general policies and objectives to guide land use decisions. Any conflict between the proposed project and policies that relate to physical environmental issues are discussed in Section B, Evaluation of Environmental Effects. The compatibility of the proposed project with *General Plan* policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project. Any potential conflicts identified as part of the process would not alter the physical environmental effects of the proposed project.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the *City Planning Code* to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies, are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character (Question 1c, Land Use and Land Use Planning); (3) preservation and enhancement of affordable housing (Question 3b, Population and Housing, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Questions 5a, b, f, and g, Transportation and Circulation); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Question 1c, Land Use and Land Use Planning); (6) maximization of earthquake preparedness (Questions 13 a-d, Geology and Soils); (7) landmark and historic building preservation (Question 4a, Cultural Resources); and (8) protection of open space (Questions 8a and b, Wind and Shadow, and Questions 9a and c, Recreation). Prior to issuing a permit for



any project which requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. As noted above, the consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in the Evaluation of Environmental Effects, providing information for use in the case report for the proposed project. The case report and approval motions for the project will contain the Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies.

The proposed project would require approvals from the City Planning Department, the Department of Building and Inspection (DBI) and the Department of Public Works (DPW). Any curb or road modifications would require approval by the Department of Parking and Traffic.

## B. EVALUATION OF ENVIRONMENTAL EFFECTS

All items on the Initial Study Checklist that have been checked "Less Than Significant Impact", "No Impact" or "Not Applicable" indicate that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect relating to that issue. A discussion is included for most issues checked "Less Than Significant Impact", "No Impact" or "Not Applicable". For all of the items without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff experience and expertise on similar projects, and/or standard reference material available within the Department, such as the Department's *Transportation Impact Analysis Guidelines for Environmental Review*, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

<u>Topics:</u>	<u>Potentially Significant Impact</u>	<u>Less Than Significant with Mitigation Incorporated</u>	<u>Less Than Significant Impact</u>	<u>No Impact</u>	<u>Not Applicable</u>
<b>1. LAND USE AND LAND USE PLANNING—</b>					
<b>Would the project:</b>					
a) Physically divide an established community?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Have a substantial impact upon the existing character of the vicinity?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The proposed project involves the construction of two buildings that would total approximately 98,000 square feet. The 50-foot Seventh Street Building would contain an approximately 19,500-square-foot out-patient SMHC on the ground and second floors and 30 dwelling units on the third, fourth and fifth floors. The 40-foot Moss Street Building would contain 19 dwelling units. The proposed project would also include a subsurface parking lot under the entire parcel that would accommodate about 45 parking spaces. As discussed above, the project site is located in a mixed use area that has light industrial, commercial, retail and residential uses interspersed throughout. Within the project site vicinity, Seventh Street land uses include light industrial, commercial and retail uses as well as multi-family residential buildings. Moss Street is primarily occupied by residential two- to six-unit buildings that vary in height generally from two to four stories. Residential uses border the eastern part of the site (fronting Moss Street) on the north and south. The western part of the site (fronting Seventh Street) is bordered by a three-story Ramada Limited Hotel on the south and a two-story commercial building on the north. Across from the project site, on the west side of Seventh Street, are a number of commercial and light industrial uses, a family chiropractic clinic, and a five-story multi-unit residential building.

Land use impacts are considered to be significant if the proposed project would divide an established community, or have a substantial impact upon the existing character of the vicinity. The proposed project would be located mid-block and would replace two existing buildings and a parking lot. The proposed project would be incorporated within the established street plan and would not create an impediment to the passage of persons or vehicles. The proposed project would not introduce new or incompatible land uses to the area. The SMHC already exists approximately 3 blocks northeast of the project site at 511 Minna Street and would be simply expanded and relocated to the project site. The residential component of the proposed project would be consistent with the area's existing residential uses, which range from two-story single-family homes to five-story multi-family buildings. Furthermore, the bulk and intensity of the proposed buildings would be similar to other buildings in the project vicinity. Since the proposed project would not divide an established community or substantially affect the existing character of the area, it would result in a less-than-significant land use impact.

Land use impacts are also considered to be significant if the proposed project would conflict with any applicable land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. Environmental plans and policies are those, like the Bay Area Air Quality Management Plan, which directly address environmental issues and/or contain targets or standards, which must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The proposed project is within the SOM Redevelopment Area and is part of the *SOM Redevelopment Plan*, which aims to alleviate physical and economic conditions of blight. The SOM Redevelopment Area, generally bound by Stevenson, Mission and Natoma Streets on the north, Fifth Street on the east, Harrison Street on the south and Seventh Street on the west, contains 423 parcels, of which 382 are improved with buildings. The remaining 41 parcels function as parking lots, storage lots, or are vacant. According to results

of a 2002 field survey, more than 50 percent of the land use in the SOM Redevelopment Area is residential. Approximately 38 percent of the land use is commercial, including land uses such as tourist hotels and motels, offices and retail stores. The remaining land uses, approximately 9 percent, comprise all other land use categories: parking lots, public/institutional, industrial, warehouse and vacant lots.<sup>3</sup> The *SOM Redevelopment Plan* includes construction of 834 new residential units, 114,618 square feet of commercial use and 91,375 square feet of industrial use. The proposed project was identified as a development opportunity site in the *SOM Redevelopment Plan* and would be part of the 834 new residential units anticipated under the plan. The land use impacts of the *SOM Redevelopment Plan* were analyzed in the *SOM Redevelopment Plan Amendment Final Supplement to a Final Environmental Impact Report* (SOM SEIR), which concluded that the *SOM Redevelopment Plan* would not have a significant adverse effect on land use character or compatibility.<sup>4</sup> Therefore, the proposed project, in combination with other projects planned for the SOM Redevelopment Area, would not result in a significant cumulative land use impact.

The proposed project is located on a project site that is zoned SLR and RED where the proposed residential and institutional uses are permitted. The SLR zoning district allows PDR uses. While the project site is not currently occupied by PDR uses, the conversion of the site to residential and institutional uses could contribute to a loss of land zoned for PDR uses. In the context of other development in the Eastern Neighborhoods, the proposed project's contribution to loss of land zoned for PDR use may be cumulatively considerable. Accordingly, the proposed project's cumulative land use impact will be analyzed in the EIR.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>2. AESTHETICS—Would the project:</b>					
a) Have a substantial adverse effect on a scenic vista?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment which contribute to a scenic public setting?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Substantially degrade the existing visual character or quality of the site and its surroundings?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<sup>3</sup> San Francisco Planning Department, *South of Market Redevelopment Plan Amendment Final Supplement to a Final Environmental Impact Report*, Planning Department Case No. 94.670E, certified January 12, 2004, p. 15. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor.

<sup>4</sup> San Francisco Planning Department, *South of Market Redevelopment Plan Amendment Final Supplement to a Final Environmental Impact Report*, Planning Department Case No. 94.670E, certified January 12, 2004, p. 16. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor.



<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
d) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Design and aesthetics are by definition subjective, and open to interpretation by decision makers and members of the public. A proposed project would, therefore, be considered to have a significant adverse effect on visual quality only if it would cause a substantial and demonstrable negative change. The proposed project would not cause such a change.

The project site fronts a major arterial street (Seventh Street) and a collector street (Moss Street). Currently, two approximately 18-foot high commercial buildings and a surface parking lot occupy the project site (see Figure 7 on page 16). Views of the project site are limited to occupants of buildings and drivers, pedestrians, bicyclists and MUNI riders along Seventh and Moss Streets. Building heights in the project vicinity range from one to five stories. Buildings on the east side of Seventh Street range in height from two to four stories with an approximate height range of 20 to 50 feet. Buildings on the west side of Seventh Street (across the street from the project site) include two-story commercial and light industrial establishments as well as a five-story residential building. Buildings on Moss Street also range in height from two to four stories. Similarly, other buildings in the project site vicinity also range in height from approximately 20 to 50 feet. The proposed project would result in two new buildings: the five-story, approximately 50-foot-tall Seventh Street Building and the four-story, approximately 40-foot-tall Moss Street Buildings. The two new buildings would be comparable in height to other buildings in the project site area. Additionally, the proposed buildings would be built out to the sidewalk on Seventh and Moss Streets, creating a continuous streetwall with the existing buildings on both streets. Given that the proposed project would: (1) replace an existing surface parking lot with modern buildings that would include street landscaping; (2) be comparable in height and bulk with other buildings in the project vicinity; and (3) create a continuous streetwall along Seventh and Moss Streets, it would not substantially degrade the existing visual character or quality of the site and its surroundings.



COMMERCIAL BUILDING  
COMMERCIAL BUILDING



SURFACE PARKING LOT (MOSS STREET IN THE BACKGROUND)

FIGURE 7  
VIEWS OF THE PROJECT SITE (2004)

As mentioned above, views of the project site are limited to occupants of buildings and drivers, pedestrians, bicyclists and MUNI riders along Seventh and Moss Streets. The following public open spaces are located within the project site vicinity: the Howard/Langton Mini Park located on the southwest corner of Langton and Howard Streets; the South of Market Recreation Center (SOMA Eugene Friend Recreation Center) located on Folsom, Harriet and Sixth Streets; and the Victoria Manalo Draves Pak (on the grounds of the Bessie Carmichael School) located on the northeast corner of Harrison and Seventh Streets. The project site is blocked from view from these public open spaces by existing surrounding development. The project site would be indistinguishable in long-range views of the site from other public spaces and would tend to blend into the densely built urban fabric of the area. Therefore, the proposed project would not have a substantial adverse effect on any scenic view or vista from public open spaces. Additionally, the proposed project would not damage scenic resources or other features that contribute to a scenic public setting because there are no such resources in the vicinity of the project site.

The proposed project could be visible from some residential buildings within the project site vicinity. From these private residences, the proposed project would change the view of the project site and could block views of a portion of the sky or other buildings. Although some reduced private views would be an unavoidable consequence of the proposed project and would be an undesirable change for those individuals affected, the change in views would not exceed that commonly expected in an urban setting.

Brightly lit storefronts, signs and street lighting all contribute to existing nighttime lighting conditions in the project vicinity. Nighttime lighting at the project site would change from lighting emanating from the existing buildings and parking lot to nighttime lighting from SMHC, lobby entrances and the residential units. The nighttime lighting generated by the proposed project would not be substantially different from the existing nighttime lighting in the project vicinity. Furthermore, the proposed project would comply with the City Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Mirrored glass would not be used, and no other aspects of the buildings would result in light or glare that would significantly impact other people or properties. As a result, the proposed project would result in a less-than-significant impact.

In view of the above, the proposed project would not have a significant impact on aesthetics.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>3. POPULATION AND HOUSING—</b>					
<b>Would the project:</b>					
a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
b) Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

A commercial building and a surface parking lot business currently occupy the project site. Implementation of the proposed project would displace a total of about 4 people employed at these businesses.<sup>5</sup> It is anticipated that the expansion of the SMHC would increase the net SMHC employment by 13 jobs.<sup>6,7</sup> The residential component is anticipated to employ approximately 5 full time employees (FTE).<sup>8</sup> Therefore, it is expected that the proposed project would result in a net gain of 14 jobs. Based on the average household density factor of 1.7 persons per unit for Census Tract 178, the proposed 49 dwelling units would house about 83 people.<sup>9</sup> The increase in the number of employees and residents on the project site would not substantially increase the area-wide population, and the resulting density would not exceed levels that are common and accepted in high-density urban areas such as San Francisco. Since the proposed project would not induce substantial growth or concentration of population, it would result in a less-than-significant population impact. Furthermore, the net increase in employees would not substantially increase the existing demand for housing in the project vicinity. Therefore, the proposed project would not necessitate the construction of housing. Currently, there are no residential units on the site. The proposed project would thus, not displace any housing units or necessitate the construction of housing units elsewhere. Therefore, the proposed project would not result in a significant impact.

In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination 1999-2006 allocation. The projected need of the City through 2006 is 20,327 dwelling units, or an average yearly need of 2,716 net new dwelling units. The proposed project would add up to 49 dwelling units to the City's housing stock toward meeting this need. The proposed project would thus help address the City's broader need for additional housing in a citywide context in which job growth and in-migration outpace the provision of new housing.

<sup>5</sup> Gonzalo Castro, project sponsor representative, communication with Viktoriya Mass, Environmental Planner, Planning Department, September 14, 2005.

<sup>6</sup> Marilyn Griffin, Director of Planning and Development, SMHC, communication with Viktoriya Mass, Environmental Planner, Planning Department, November 2, 2005.

<sup>7</sup> In November 2004, the SMHC had a total of 43 employees. It is anticipated that upon completion of the proposed project, the SMHC would employ 56 people. Therefore, the net change in employment would be 13 new jobs.

<sup>8</sup> Rosalba Navarro, Housing Developer, Mercy Housing, communication with Viktoriya Mass, Environmental Planner, Planning Department, November 16, 2005.

<sup>9</sup> U.S. Census Bureau, Census 2000 Summary File 1, Census Tract 178, San Francisco County, Data Table P17.

As discussed above, the proposed project is within the SOM Redevelopment Area and is part of the *SOM Redevelopment Plan*, which anticipates a population increase of 1,668 people in the SOM area by 2020.<sup>10</sup> The proposed project was identified as a development opportunity site in the *SOM Redevelopment Plan* and the additional 83 people would be part of the population increase anticipated under the plan. The population impacts of the *SOM Redevelopment Plan* were analyzed in the SOM SEIR, which concluded that the population growth resulting from the *SOM Redevelopment Plan* would be within the population growth increase projected by ABAG and would likely represent population growth that would have occurred elsewhere in the City. As such, the proposed project's contribution to population, in combination with other projects planned for the SOM Redevelopment Area, would not result in a significant cumulative population impact.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>4. CULTURAL RESOURCES—Would the project:</b>					
a) Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco <i>Planning Code</i> ?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to §15064.5?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) Disturb any human remains, including those interred outside of formal cemeteries?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

#### Architectural Resources Impacts

The existing site includes a one-story, approximately 18-foot high commercial building totaling about 2,000 square feet (227 Seventh Street) and a one-story, approximately 18-foot high building totaling about 960 square feet (229 Seventh Street). Both buildings are located in the northwest corner of the project site and front Seventh Street. These buildings are not listed in the National Register of Historic Places, Article 10 of the *Planning Code* (which concerns sites such as designated City Landmarks and buildings within Historic District), or Article 11 of the *Planning Code* (which involves rating buildings for their architectural significance). Both buildings, 227 Seventh Street and 229 Seventh Street, were identified as rated buildings within the South of Market Area Plan. However, upon further investigation in connection with the proposed

<sup>10</sup> San Francisco Planning Department, *South of Market Redevelopment Plan Amendment Final Supplement to a Final Environmental Impact Report*, Planning Department Case No. 94.670E, certified January 12, 2004, p. 24. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor.



project, this information appears to be in error. Accordingly, Planning Department staff has determined that these two buildings have not been identified as part of any existing surveys.<sup>11</sup> The following discussion provides more detail on each of the above-discussed buildings.

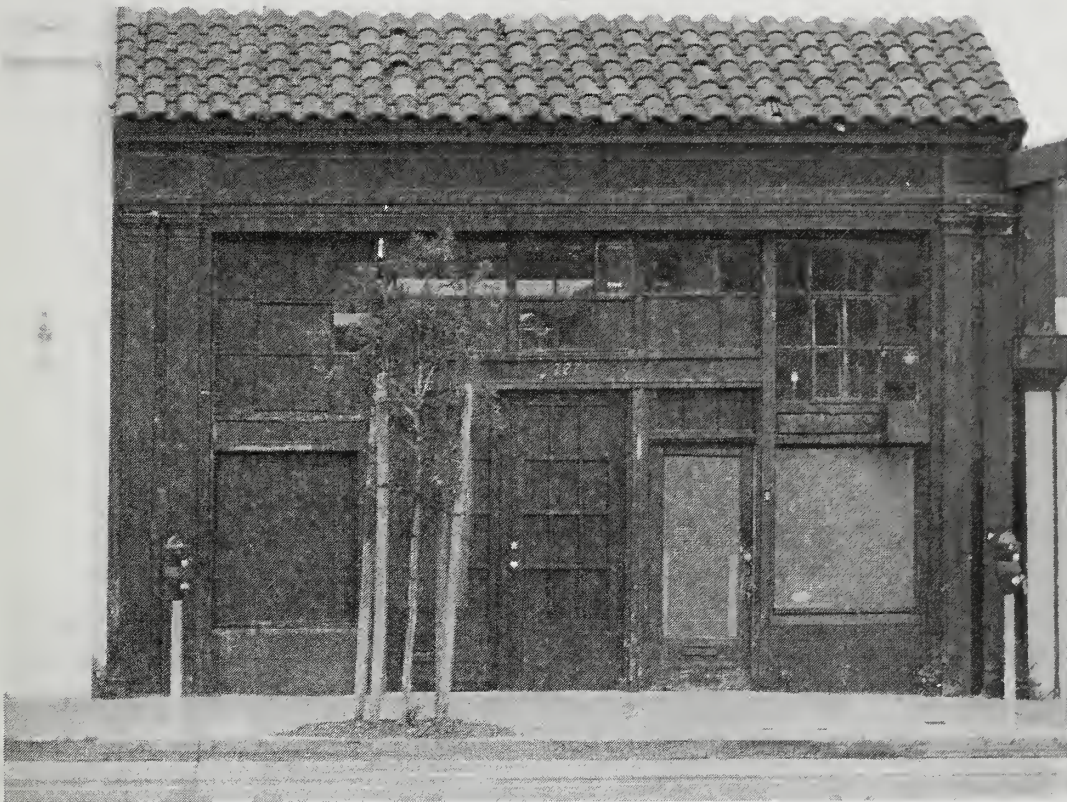
**227 Seventh Street.** A Historic Resource Evaluation (HRE) Response prepared by the Planning Department determined that the building at 227 Seventh Street (see Figure 8 on page 21) is a historic resource.<sup>12</sup> The HRE Response states that, “the subject property displays a high level of historic and architectural integrity. It retains the [sic] almost all of its original historic exterior features.” With its Classical details, fluted pilasters, and multi-paned industrial windows, 227 Seventh Street is a fine example of small-scale light industrial and commercial buildings constructed in the early 1900s – 1920s, being focused more on economy and function rather than ornament. The HRE Response also determined that the building at 227 Seventh Street might contribute to a potential historic district or a significant context. While the exact boundaries of the potential historic district are yet to be determined, 227 Seventh Street lies within an area that includes a high concentration of early 20<sup>th</sup> - century industrial and residential structures that possess the historic and architectural characteristics eligible for the California Register of Historic Resources (CRHR). In proximity to the subject property there are approximately 20 buildings constructed during the same period and identified on the 1976 Architectural Survey. In summary, the subject property and the surrounding area display a high level of architectural integrity and visible continuity and are potential resources in association with the history of industry and development in the SOM area.

CEQA Statutes. Section 21084.1 provides that any project that may cause a substantial adverse change in the significance of a historic resource is a project that may have a significant effect on the environment. Section 15064.5(b) of the *CEQA Guidelines* defines “substantial adverse change” as physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historic resource would be materially impaired. The proposed project would result in the demolition of 227 Seventh Street, a historic resource. Therefore, the proposed project would result in a significant effect on the environment. Furthermore, the demolition of the 227 Seventh Street building would have a significant adverse effect on the surrounding context and would result in the loss of a contributing structure to a potential historic district. Additionally, the new Seventh Street and Moss Street buildings could have a significant impact on the potential historic district. Since the proposed project may have a significant effect on the environment, an EIR is required. The proposed project’s impacts on historic resources will be analyzed in the EIR.

<sup>11</sup> Tim Frye, San Francisco Planning Department Preservation Technical Specialist, *227 Seventh Street Memorandum: Historic Resource Evaluation Response*, July 11, 2006 and *229 Seventh Street Memorandum: Historic Resource Evaluation Response*, June 28, 2006. A copy of these documents is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<sup>12</sup> Tim Frye, San Francisco Planning Department Preservation Technical Specialist, *227 Seventh Street Memorandum: Historic Resource Evaluation Response*, July 11, 2006. A copy of this document is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.





**FIGURE 8**  
**227 AND 229 SEVENTH STREET BUILDINGS (2006)**



**229 Seventh Street.** A HRE Response prepared by the Planning Department determined that the building at 229 Seventh Street (see Figure 8 on page 21) is not a historic resource.<sup>13</sup> The HRE Response indicates that 229 Seventh Street does not meet any of CRHR criteria (i.e., event, person, or architecture). Since 229 Seventh Street is not a historic resource, its demolition would not result in a significant impact.

### **Archaeological Resources Impacts**

The project site is underlain by artificial deposits and Holocene period beach deposits that extend to depths ranging from 15 feet to 25 feet below the ground surface (bgs). Below these sediments are deep deposits of Young Bay Mud extending to depths greater than 90 feet bgs. Paleontological resources occur either within rock formations or in subsurface sediments of water bodies (such as Young Bay Mud). Soils disturbing, moving, or modification activities resulting from the proposed project is expected to be only within non-fossiliferous sediments, thus, the project would not affect unique paleontological resources.

An archaeological research design and treatment plan (ARD/TP) was prepared for the proposed project in March of 2006.<sup>14</sup> The information presented below is based on that report. The ARD/TP for the proposed project addresses the prehistoric, historic, and natural formation contexts of the project site; the potential for archaeological resources to be present; the significant research themes related to the prehistoric and historic context of the project; the evaluation of identified expected archaeological resources for eligibility for listing in the CRHR; and the treatment of discovered prehistoric and historic archaeological resources.

**Prehistoric Period.** The project site was located within a tidal marsh area in close proximity to Mission Creek on the 1852 Coast Survey Map. Before massive topographic modification by San Francisco's more recent inhabitants occurred during the 19<sup>th</sup> and 20<sup>th</sup> centuries, natural shape-shifting of the marsh shoreline, as well as the nearby sand dunes, was continuous. Less recently, dramatic changes in the natural shape and location of the shoreline and tidal marsh areas took place throughout the prehistoric period, spurred in part by a rise in sea levels that began approximately 12,000 years ago and has since been intermittently dramatic and gradual. Thus, the project site may have been on or closer to dry land at points in time during the prehistoric period. Therefore, early, deeply buried prehistoric deposits may be present within the project site. The ARD/TP states that ethnographic documentation suggests that the Costanoan (Ohlone) village of *Chutchui* may have been within the project site vicinity.

The above information evidences a possibility that prehistoric remains would be found beneath the project site; however, the strongest case for archaeological testing rests on the large number of prehistoric sites found within a half-mile radius of the project site. Any prehistoric archaeological resources that might be present

<sup>13</sup> Tim Frye, San Francisco Planning Department Preservation Technical Specialist, *229 Seventh Street Memorandum: Historic Resource Evaluation Response*, June 28, 2006. A copy of this document is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<sup>14</sup> Archeo-Tec, *Archaeological Research Design & Treatment Plan for the Westbrook Plaza Project*, City and County of San Francisco, CA, March 2006. A copy of this report is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

within the project site would be scientifically informative and thus, eligible for listing in the CRHR under Criterion D. Therefore, any prehistoric archaeological resources within the project site would be historical resources under CEQA.

**Historic Period.** Since the project site was situated on a mud flat until the late 1850s, much of the population explosion and building boom and other economic and societal milestones of the Gold Rush Period did little to directly affect the project site and its immediate vicinity until, due to the high value of real estate and the growing population, the marshy area that encompassed the project site was filled in. No early Gold Rush resources are expected to exist within the boundaries of the project site. However, the later Gold Rush Period, considered to fall between 1853 and 1859, may reveal cultural resources associated with structures on the 1857 Coast Survey Map. Based on filling and grading data, it appears that the earliest historical period living surface is a fill layer deposited in the 1950s. Sand from the grading of nearby sand hills likely accounted for most of the 1850s fill layer. Trash and debris was also used as fill, both in dumping episodes by individuals and by municipal filling who dumped, for example, rubble from fires. However, since most filling episodes appear to have taken place before the later 19<sup>th</sup> Century development took place, and there does not appear to have been extensive topographic modification after the earthquake of 1906, any deposits from the later 19<sup>th</sup> Century land use would likely occur within the first ten to thirteen feet below street level. Such deposits, if recovered, have the potential to be eligible for the CRHR under Criterion D. Therefore, any historic archaeological resources within the project site would be potential historic resources under CEQA.

To accommodate the below-grade parking garage and foundation for the proposed project, excavation of 12 to 14 feet bgs would be required.<sup>15</sup> It is not known whether significant archaeological resources exist at the project site; however, potentially significant subsurface cultural resources from the prehistoric period and the later 19<sup>th</sup> century historic period may exist at one or more locations within the confines of the project area. Excavation activities could directly or indirectly destroy or cause a substantial adverse change in the significance of unique prehistoric and historic archaeological resources. Thus, the proposed project could result in potentially significant impacts on archaeological resources. The project sponsor would implement Mitigation Measure 1 – Archaeological Resources, page 59, to reduce any potentially significant disturbances, damage, or loss of archaeological resources to a less-than-significant level.

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<sup>15</sup> The proposed project would require a mat foundation with grouting. This type of foundation would impact soils an additional 1.5 to 6 feet below the mat, totaling approximately 14 to 20 feet of impact below the ground surface.



<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>5. TRANSPORTATION AND CIRCULATION—Would the project:</b>					
a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume-to-capacity ratio on roads, or congestion at intersections)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways (unless it is practical to achieve the standard through increased use of alternative transportation modes)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Result in inadequate emergency access?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
f) Result in inadequate parking capacity that could not be accommodated by alternative solutions?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., conflict with policies promoting bus turnouts, bicycle racks, etc.), or cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity or alternative travel modes?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The proposed project is not located within an airport land use plan area or in the vicinity of a private airstrip. Therefore, significance criterion 5c would not apply to the proposed project.

### **Trip Generation**

**Residential Trip Generation.** Based on the trip generation rates for affordable residential uses from the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review*, October 2002, the residential component of the proposed project would be expected to generate about 455 daily person-trips spread among the various modes of transportation (private automobile, public transit, walking, or other modes such as bicycling) with 79 daily-person trips being generated during the PM peak hour. These 79 PM peak-

hour daily person-trips would be distributed among various modes of transportation, including about 24 automobile person-trips, 21 transit trips, 29 walking trips and five (5) trips by other means. Table 2 summarizes the above information and shows the estimated daily and PM peak hour trips for the residential and the SMHC components of the proposed project. Based on the mode split and average automobile occupancy for the residential component of the proposed project, there would be 128 daily vehicular trips of which 22 would be during the PM peak hour.

**SMHC Trip Generation.** The trip generation rates for the proposed SMHC were generated based on the transportation data for the existing SMHC at 551 Minna Street. In 2004, the 8,100-square-foot SMHC provided services for 4,810 patients, which generated a total of 19,281 visits (15,873 medical visits, 2,431 dental visits and 977 ancillary visits). That same year, SMHC employed 37 full time employees.<sup>16</sup> The SMHC is open six days a week (Monday – Thursday 8:00 am to 5:00 pm and Friday – Saturday 8:00 am to 3:30 pm), 302 days a year. Based on the above information, it can be estimated that in 2004, on average, the SMHC had 64 visits per day.<sup>17</sup> In response to inquiries regarding the transportation impacts of the proposed Westbrook Plaza development, in April and March of 2004, the SMHC conducted a survey to determine the current and projected transportation needs. The results of the survey are reported in *The SMHC Transportation and Trend Data Survey*, November 2005. *The SMHC Transportation and Trend Data Survey* was administered to 60 patients and 20 employees over a period that represented a typical usage period based on patient scheduling, utilization and patient characteristics. The *SMHC Transportation and Trend Data Survey* found that of all the patients queried, 50 percent walked, 33 percent took transit, and 13 percent drove to the SMHC. Four percent of the queried patients did not respond to the question regarding mode of transportation. Since it is unknown what mode of transportation these patients used to get to the SMHC, a conservative approach to the analysis would be to assume that these patients also drove to the SMHC. Thus, approximately 17 percent of patients used an automobile to get to the SMHC. *The SMHC Transportation and Trend Data Survey* found that of all the employees queried, 5 percent walked, 35 percent took transit and 60 percent drove to the SMHC. The following analysis is based on the above information.

**Patient Trip Generation.** The *SMHC Transportation and Trend Data Survey* anticipates that in 2008, the SMHC would have a total of 27,910 visits (22,676 medical visits, 3,647 dental visits and 1,587 ancillary visits). Based on a six-day work week, the SMHC would be expected to have an average of 92 visits per day and therefore, generate 92 daily person-trips spread among the various modes of transportation.<sup>18</sup> Applying the mode split identified in the *SMHC Transportation and Trend Data Survey*, of the 92 daily person-trips, about 16 would be automobile person-trips, 30 would be transit daily person-trips, and 46 would be walking daily person-trips.<sup>19</sup> Assuming that 8.4 percent of the daily person-trips occur during the PM peak hour, the SMHC

<sup>16</sup> South Of Market Health Center, *The SMHC Transportation and Trend Data*, November 2005. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<sup>17</sup> 19,281 visits per year / 302 days per year = 63.84 visits per day.

<sup>18</sup> 27,910 visits / 302 days per year = 92.42 visits per day.

<sup>19</sup>  $92 \times 0.17 = 15.64$ ;  $92 \times 0.33 = 30.36$ ; and  $92 \times 0.50 = 46.00$ .

patients would generate about eight (8) PM peak hour person trips (see Table 2).<sup>20</sup> Applying the mode split identified above, the SMHC would generate one (1) automobile PM peak hour person-trip, three (3) transit PM peak hour trips, and four (4) walking PM peak hour daily trips.<sup>21</sup> Assuming that all the vehicles are single occupancy, the SMHC would generate about one (1) PM peak hour automobile trip.

TABLE 2 - MODE SPLIT AND DAILY/PM PEAK HOUR PERSON-TRIPS									
Mode	Residential			South of Market Health Center					
	Percent	Daily Person-Trips	PM Peak-Hour Person-Trips	Patients			Employees		
				Percent	Daily Person-Trips	PM Peak-Hour Person-Trips	Percent	Daily Person-Trips	PM Peak-Hour Person-Trips
Auto	31	139	24	17	16	1	60	34	3
Transit	26	121	21	33	30	3	35	20	2
Walk	37	168	29	50	46	4	5	3	0
Other	6	27	5	-	-	-	-	-	-
PM Peak-Hour of Daily Trips	17.3	-	-	8.4	-	-	8.5	-	-
<b>TOTAL</b>	-	<b>455</b>	<b>79</b>	-	<b>92</b>	<b>8</b>	-	<b>56</b>	<b>5</b>

Source: South of Market Health Center, *SMHC Transportation and Trend Data*, November 2005; San Francisco Planning Department, November 2005.

Note: Columns may not add-up exactly due to rounding.

**Employee Trip Generation.** The number of SMHC jobs is based on the staffing configuration required to provide a prescribed group of services to a defined user group of clients. As described in the Population Section, the SMHC is anticipated to provide 56 FTE jobs upon completion of the project. Therefore, the SMHC would be expected to generate 56 daily person-trips spread among the various modes of transportation. Applying the mode split identified in the *SMHC Transportation and Trend Data Survey*, of the 56 daily person-trips, about 34 would be automobile person-trips, 20 would be transit daily person-trips and three (3) would be walking daily trips.<sup>22</sup> Assuming that 8.5 percent of the daily person-trips occur during the PM peak hour, the SMHC would generate about five (5) PM peak hour person trips.<sup>23</sup> Applying the mode split for SMHC employees identified in the *SMHC Transportation and Trend Data Survey*, the SMHC would generate three (3) automobile PM peak hour person-trips and two (2) transit PM peak hour trips. The U.S. Census Bureau reports that in Census Tract 178, where the proposed project would be located, there is an average of 1.09 workers per car, truck or van. Based on this average automobile occupancy, the SMHC would generate 31 daily vehicular trips of which three (3) would be during the PM peak hour.

**Total Trip Generation.** As shown in Table 3, the proposed project would be expected to generate: 175 daily vehicle trips of which 26 would be during the PM peak hour; 171 daily transit tips of which 26 would be

<sup>20</sup> The assumption of 8.4 percent is based on San Francisco Kaiser Geary Campus Project Transportation Study, prepared by CHS Consulting in June 1996.

<sup>21</sup>  $8 \times 0.17 = 1.36$ ;  $8 \times 0.33 = 2.64$ ; and  $8 \times 0.50 = 4.00$ .

<sup>22</sup>  $56 \times 0.60 = 33.60$ ;  $56 \times 0.35 = 19.60$ ; and  $56 \times 0.05 = 2.80$ .

<sup>23</sup> The assumption of 8.5 percent is based on the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review* (October 2002), for office uses.



during the PM peak hour; 217 daily walking trips of which 33 would be during the PM peak hour; and 27 other daily trips of which five (5) would be during the PM peak hour.

TABLE 3 – TOTAL DAILY AND PM PEAK HOUR TRIPS								
	Residential		South of Market Health Center				Total	
			Patients		Employees			
	Daily	PM Peak Hour	Daily	PM Peak Hour	Daily	PM Peak Hour	Daily	PM Peak Hour
Vehicle	128	22	16	1	31	3	175	26
Transit	121	21	30	3	20	2	171	26
Walk	168	29	46	4	3	0	217	33
Other	27	5	-	-	-	-	27	5

Source: South of Market Health Center, *SMHC Transportation and Trend Data*, November 2005; San Francisco Planning Department, November 2005.

## Traffic Impacts

The project site is located at 255 Seventh Street between Howard and Folsom Streets. Within the project site vicinity, Seventh Street is a one-way Major Arterial with four travel lanes in the northbound direction.<sup>24</sup> On-street parking is generally provided along both sides of the street with a bicycle lane, and metered parking is provided adjacent to the project site. Seventh Street is part of the #23 bike lane.<sup>25</sup> Howard Street is a one-way arterial with four travel lanes in the westbound direction and a bicycle lane. The *San Francisco General Plan* identifies Howard Street as a Major Arterial in the Congestion Management Program (CMP) Network. Howard Street is part of the #30 bike lane. Within the project site vicinity, Folsom Street is a one-way arterial with four travel lanes and a bicycle lane in the eastbound direction. The *San Francisco General Plan* identifies Folsom Street as a Major Arterial in the CMP Network and it is also part of the #30 bike lane. Moss Street is a one-way street with one lane in the southbound direction. Parking is permitted on the west side of the street only.

As discussed above, the proposed project would generate about 175 daily vehicle trips of which 26 would be during the PM peak hour (see Table 3). The number of vehicles that would be added to the PM peak hour by the proposed project is too low to have a perceptible effect on traffic flows on the street network serving the project area, particularly given the relatively high volume of traffic on Seventh, Howard, and Folsom Streets. The average driver would not discern a change in the level of delay or congestion they currently experience. Traffic impacts associated with the proposed project during the PM peak hour would not be a large enough increase to affect a significant increase relative to the existing capacity of the surrounding street system. Accordingly, the proposed project would result in a less-than-significant traffic impact.

<sup>24</sup> It should be noted that in the South of Market area, streets that run in the northwest/southeast direction are generally considered north-south streets, whereas streets that run in the southwest/northeast direction are generally considered east-west streets.

<sup>25</sup> Department of Parking and Traffic, Map 5: Bicycle Route Network, accessed at [http://www.sfgov.org/site/dpt\\_page.asp?id=13632](http://www.sfgov.org/site/dpt_page.asp?id=13632), November 9, 2005.

The proposed project is within the SOM Redevelopment Area and is part of the *SOM Redevelopment Plan*. As mentioned above, the impacts of the *SOM Redevelopment Plan* were analyzed in the SOM SEIR. The SOM SEIR determined that the *SOM Redevelopment Plan* would result in a significant and unavoidable traffic impacts because it would add a considerable contribution to an adverse cumulative effect at the intersection of Fifth Street/Mission Street. The proposed project's contribution to this significant cumulative impact would be less than cumulatively significant given the low number of PM peak hour trips that it would add to the surrounding network. Therefore, the proposed project would result in a less-than-significant cumulative traffic impact.

### **Transit Impacts**

The project site is well served by public transit, with both local and regional service provided nearby. Local service is provided by the San Francisco Municipal Railway (MUNI) bus and light rail lines. Regional service is provided by BART, AC Transit, Golden Gate Transit, Caltrain and SamTrans. There are six MUNI lines (12-Folsom/Pacific, 14 and 14(L)(X)-Mission (Limited)(Express), 19-Polk, 26-Valencia, 27-Bryant and 47-Van Ness) within an approximately 2-block radius of the project site.

The proposed project would generate about 171 daily transit trips, of which 26 would be during the PM peak hour. The transit trips would be distributed among the public transit lines providing service to the vicinity of the project site. Of the total 26 PM peak hour transit trips, some would be inbound to the project site and some would be outbound away from the project site. During the weekday PM peak hour, due to the primarily residential use of the proposed project, the majority of the transit trips would be anticipated to be inbound to the site. Inbound trips to the project site and outbound trips away from the project site are not necessarily the same as inbound/outbound trips as defined for MUNI lines. Generally, for MUNI and regional transit lines the predominant flow of travel in the weekday PM peak hour is away from downtown (outbound). Overall, MUNI and other regional transit providers currently operate below their level of service standard and have available capacity to accommodate additional passengers. Additional transit riders generated by the proposed project would increase capacity utilization but not exceed capacity utilization standards established by MUNI. Therefore, the addition of 26 PM peak hour transit trips to the transit system would not have a substantial or noticeable impact upon transit services in the project area or affect transit operations. Additionally, the proposed project would have a minimal contribution to the 2020 cumulative transit ridership and therefore, would not contribute significantly to the 2020 cumulative transit conditions.

### **Parking Impacts**

Pursuant to *Planning Code* Section 151, the proposed project would be required to provide 49 off-street parking spaces for the residential use and approximately 64 parking spaces for the SMHC, for a total of about 113 off-street parking spaces. The proposed project would provide 45 off-street parking spaces (24 spaces for



residential use and 21 spaces for the SMHC use), or about 68 spaces shy of the requirement.<sup>26</sup> Accordingly, the proposed project would require a parking variance.

Based on the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review*, the residential component of the proposed project would create a parking demand of about 39 spaces. Given that the proposed project would provide 24 spaces for the residential use, it would have an unmet parking demand of 15 daily spaces. The SMHC is anticipated to create a parking demand of about 24 spaces. Given that the proposed project would provide 21 spaces for the SMHC use, it would have an unmet parking demand of about three (3) spaces. Thus, the proposed project would have a total unmet parking demand of 18 spaces.

San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (*CEQA Guidelines* § 15131(a).) The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation." As discussed above, the project area is well served by public transit, which provides an alternative to auto travel.

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental

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<sup>26</sup> In June of 2006, the Board of Supervisors passed an Ordinance (Ordinance No. 129-06) amending *Planning Code* Section 166. The amended Section 166 would require that residential projects of 50 dwelling units or more provide Car Share parking spaces. The proposed project would result in 49 dwelling units and therefore, would not be subject to this requirement.



impacts which may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects.

### **Loading Impacts**

The *Planning Code* Section 152.1 does not require off-street loading spaces for residential and institutional uses of less than 100,000 gross square feet. The proposed project, which would total approximately 98,000 square feet, would not be required to provide off-street loading spaces, and none are proposed. Moreover, based on the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review*, the proposed project would not create any substantial loading demand. The nature of SMHC services would not necessitate regular deliveries in large trucks, rather the SMHC may require periodic deliveries of disposable office medical supplies.<sup>27</sup> Pick-up of bio-hazardous waste is generally expected to occur about once a month. Currently, small to medium size pick-up trucks or vans pick up the bio-hazardous waste. Vehicles delivering or picking up items from the SMHC would most likely park on Seventh Street, which has on-street metered parking, or in the SMHC designated spaces in the parking garage. During two mid-day site visits, Planning Department staff observed a number of unoccupied on-street metered parking spaces adjacent to the project site, indicating that sufficient parking exists for delivery vehicles. Residential move-in and move-out activities are anticipated to occur along Seventh and Moss Streets. It is anticipated that during move-in and move-out activities, the curb parking on Seventh Street adjacent to the project site and on Moss Street across from the project site would be reserved through the local station of the San Francisco Police Department. The proposed project would also require regularly scheduled trash pick-up. Trash and recycling materials would be carted to the curb by building maintenance staff or the sanitation company would collect the materials from the trash storage area located in the southwest and southeast corners of the Seventh Street and Moss Street buildings, respectively. The above discussion indicates that loading activities would not interfere with existing transportation system, cause substantial alteration to circulation patterns or major traffic hazards.

### **Pedestrian and Bicycle Conditions**

Access to the dwelling units, the SMHC and the pharmacy would be provided through three separate entry/exit points along Seventh Street. The proposed project would also provide access to the dwelling units from Moss Street via the Moss Street Building. Pedestrian flows would be expected to increase on Seventh and Moss Streets with the proposed project. However, the increase in pedestrian traffic would be relatively small and would be accommodated on the local sidewalks.

The recently amended (Board of Supervisors Ordinance No. 129-06) *Planning Code* Section 155.5 would require that residential projects of 50 dwelling units or less provide one bicycle space for every two dwelling units. The proposed project would be required to provide 25 bicycle parking spaces. The proposed project

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<sup>27</sup> Marilyn Griffin, Director of Planning and Development, SMHC, communication with Viktoriya Mass, Environmental Planner, Planning Department, November 2, 2005.

would provide a bicycle storage room in the parking garage that would accommodate 25 bicycle parking spaces.

As noted above, there are several bicycle routes nearby to the project site, including along Seventh Street. Although the proposed project would increase the number of vehicles in the vicinity of the project site, this increase would not be substantial enough to affect bicycle travel in the area. The proposed project would eliminate the existing driveway to the surface parking lot on Seventh Street; however it would also add a driveway leading to the parking garage on Seventh Street. It is not anticipated that vehicles entering and exiting the parking garage would conflict with bicycle travel on Seventh Street

In conclusion, the proposed project would not substantially increase pedestrian and bicycle hazards and therefore, would result in a less-than-significant impact.

### **Construction Impacts**

The project sponsor provided information on the construction of the proposed project. It is anticipated that construction would take approximately 20 months. At this time, the construction initiation date is not known. Construction related activities would typically occur Monday through Friday, between 7:30 am and 4:30 pm

It is anticipated that construction staging would occur internally on-site. All or a portion of the sidewalks along the proposed project frontages would need to be closed for a portion of the construction duration. Additionally, construction would require parking, bicycle and travel lane closure for limited periods of time in order to unload materials. All temporary traffic lane closures would be coordinated with the City in order to minimize the impacts on local traffic. In general, lane and sidewalk closures are subject to review and approval by the DPW and the Interdepartmental Staff Committee on Traffic and Transportation (ISCOTT).

Throughout the construction period, there would be a flow of construction-related trucks into and out of the site. The maximum number of truck trips, estimated at about 110 daily trips, is anticipated to occur during the excavation for the basement. During most of the construction period, however, the proposed project would just be receiving major deliveries and is anticipated to have an average of 10 trips per day. The impact of construction truck traffic would be a temporary lessening of the capacities of local streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and transit operations.

The maximum number of construction workers at the site would be 135. Temporary parking demand from construction worker' vehicles and impacts on local intersections from construction worker traffic would occur in proportion to the number of construction workers who would use automobiles. The workers would normally park their cars on the site or use street parking. Although construction workers may have to circulate on streets in the vicinity of the project site to find available parking, the anticipated parking deficit would not substantially change the capacity of the existing street system or alter parking conditions in the area.

### **Emergency Access Impacts**

The proposed project would be incorporated within an established street plan and would not create an impediment to the passage of persons or vehicles. Access to the proposed project would be provided from Seventh Street as well as from Moss Street. In light of the above, the proposed project would not create an inadequate emergency access and therefore, would result in no impact.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>6. NOISE—Would the project:</b>					
a) Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Result in exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) Be substantially affected by existing noise levels?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The project site is not located within an airport land use plan area, within two miles of a public airport or in the vicinity of a private airstrip. Therefore, criteria 6e and f are not applicable.

### Operational Noise Impacts

The urban setting of the project area includes numerous potential sources of noise. Based on published scientific acoustic studies, the traffic volumes in a project area would need to approximately double to produce an increase in ambient noise levels noticeable to most people in the area. Given that the proposed



development would not cause a doubling in traffic volumes, the traffic generated by the proposed project would not result in a substantial permanent increase in the ambient noise level in the project vicinity.

Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential structures. Title 24 requires that residential structures (other than detached single-family dwellings) be designed to prevent the intrusion of exterior noise so that the noise level with windows closed, attributable to exterior sources, shall not exceed 45 dBA in any habitable room. This standard is consistent with the City of San Francisco's Noise Element Policies for indoor residential use. To ensure that occupants of the proposed residential units would not be adversely affected by proximity to traffic noise, noise insulation measures would be included as part of the design for the project, as required by Title 24. The DBI would review the final building plans to ensure that the building wall and floor/ceiling assemblies meet Title 24 standards regarding sound transmission. No building permit would be issued by DBI unless the project design is found to conform to these standards. If determined necessary by DBI to assure that the design would meet the interior noise level goal, a detailed acoustical analysis of the exterior wall architecture/structure could be required. Compliance with Title 24 of the California Code of Regulations would ensure that existing noise levels would not substantially impact project residents.

The proposed project would include mechanical equipment, such as heating and ventilation systems, that could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29 of the *San Francisco Police Code*. This section established noise limits for fixed noise sources, such as building equipment. Compliance with Article 29, Section 2909, would minimize noise from building operations. The proposed project would comply with the San Francisco Noise Ordinance and thus, would not expose people to noise levels in excess of established local standards.

### **Construction Noise Impacts**

Demolition, excavation, and project construction would temporarily increase noise and possibly vibration (surface and groundborne) in the project vicinity and may be considered an annoyance by occupants of nearby properties. During construction activity, which would take approximately 20 months, noise and vibration levels would be above existing levels in the project area. Construction noise and vibration would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. There would be times when noise and vibration could interfere with indoor activities in nearby residences, offices, hotels and other businesses near the project site. Construction noise and vibration would be temporary in nature and limited to the period of construction.

All construction activities would be required to comply with the San Francisco Noise Ordinance (Article 29 of the *San Francisco Police Code*). The Noise Ordinance requires that: (1) noise levels of construction equipment, other than impact tools, must not exceed 80 decibels (measured as dBA; a unit of measure for sound where "A" denotes use of the A-weighted scale, which simulates the response to the human ear to various frequencies of sound) at a distance of 100 feet from the source; (2) impact tools must have intake and exhaust mufflers that are approved by the Director of DPW to best accomplish maximum noise reduction; and

(3) if the noise from the construction work would exceed the ambient noise levels at the property line of the site by five dBA, the work must not be conducted between 8:00 pm and 7:00 am, unless the Director of DPW authorizes a special permit for conducting the work during that period.

The increase in noise and vibration in the project area during project construction would not be considered a significant impact of the proposed project because the construction noise and vibration would be temporary, intermittent, and restricted in occurrence and level, as the contractor would be obliged to comply with the City's Noise Ordinance.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>7. AIR QUALITY</b>					
Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations.					
<b>Would the project:</b>					
a) Conflict with or obstruct implementation of the applicable air quality plan?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Expose sensitive receptors to substantial pollutant concentrations?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Create objectionable odors affecting a substantial number of people?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The Federal Clean Air Act (CAA), as amended, and the California Clean Air Act (CCAA) legislate ambient air standards and related air quality reporting systems for regional regulatory agencies to then develop mobile and stationary source control measures to meet the standards. The Bay Area Air Quality Management District (BAAQMD) is the primary responsible regulatory agency in the Bay Area for planning, implementing and enforcing the federal and state ambient standards for criteria pollutants.<sup>28</sup> Criteria air pollutants include ozone, carbon monoxide (CO), nitrogen dioxide (NO<sub>2</sub>), sulfur dioxide (SO<sub>2</sub>), particulate matter (PM<sub>10</sub> & PM<sub>2.5</sub>) and lead. The San Francisco Bay Area Air Basin encompasses many counties including San Francisco, Alameda, Contra Costa, Marin, San Mateo, Napa and parts of Solano and Sonoma Counties. The San Francisco Air Basin has a history of air quality violations for ozone, carbon monoxide and particulate

<sup>28</sup> State & Federal air quality standards for and the Bay Area's attainment status can be viewed on the BAAQMD website at <http://www.baaqmd.gov>.

matter. The basin currently does not meet the State ambient air quality standards for ozone, PM<sub>10</sub>, and PM<sub>2.5</sub>. BAAQMD has adopted air quality management plans over the years to address control methods and strategies to meet air quality standards, the latest plans being the *Bay Area 2000 Clean Air Plan* and *2001 Ozone Attainment Plan*.

## **Operation Emissions**

The BAAQMD has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum size projects that the BAAQMD considers capable of producing air quality problems due to vehicular traffic. The BAAQMD considers residential projects greater than 510 apartment units, office projects greater than 280,000 gross square feet, and retail development greater than 87,000 gross square feet to result in potentially significant vehicular emission impacts. The proposed project would not exceed the above minimum standards and, therefore, no significant air quality impact due to vehicular emissions would be generated.

According to the BAAQMD, typical operational uses that may result in significant odor impacts include wastewater treatment plants, sanitary landfills, transfer stations, composting facilities, petroleum refineries, asphalt batch plants, chemical manufacturing, fiberglass manufacturing, painting/coating operations, rendering plants, and coffee roasters. None of these types of uses are proposed. Therefore, creation of objectionable odors would not be an impact of the proposed project.

The determination of significant cumulative impact should be based on an evaluation of consistency of the proposed project with the local general plan and of the general plan with the current *Clean Air Plan*. The *San Francisco General Plan* includes the 1997 Air Quality Element, updated in 2000. This Element is consistent with the *2000 Clean Air Plan*. The proposed project would be generally consistent with the *General Plan*. As such, the operational characteristics of the proposed project would not result in cumulatively considerable increase in regional air pollutants.

## **Construction Emissions**

During construction, air quality could potentially be affected for short periods. The demolition of the existing structures, and the movement of soils to excavate the foundation and grade the project site, while minimal, would create fugitive dust and emit criteria pollutants as a result of diesel fuel combustion. The criteria pollutants or precursors to criteria pollutants are: nitrogen oxides (NO<sub>x</sub>), carbon monoxide (CO), sulfur dioxide (SO<sub>2</sub>), hydrocarbons (HC), and particulate matter with a diameter of less than 10 microns (PM<sub>10</sub>). Fugitive dust is made up of particulate matter including PM<sub>10</sub>.

While construction emissions would occur in short-term, temporary phases, they could cause adverse effects on local air quality. The BAAQMD, in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. The BAAQMD has also identified a set of feasible PM<sub>10</sub> control measures for construction activities. In order to reduce the quantity of dust generated



during site preparation and construction, the project sponsor has agreed to implement Mitigation Measure 2 - Construction Air Quality, page 62. With implementation of this measure, construction air quality impacts would be reduced to a less-than-significant level.

The BAAQMD neither recommends quantified analysis of cumulative construction emissions nor provides thresholds of significance that could be used to assess cumulative construction impacts. The construction industry, in general, is an existing source of emissions within the Bay Area. Construction equipment operates at one site on a short-term basis and, when finished, moves on to a new construction site. Because construction activities would be temporary, the contribution to the cumulative context is so small as to be virtually immeasurable, and all of the appropriate and feasible construction-related measures recommended by the BAAQMD would be implemented (see Mitigation Measure 2 - Construction Air Quality, on page 62), the contribution of construction emissions associated with the proposed project would not be cumulatively considerable.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>8. WIND AND SHADOW—Would the project:</b>					
a) Alter wind in a manner that substantially affects public areas?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### Wind Impacts

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. Since, the proposed project would not be substantially taller than nearby buildings, it would not alter wind in a manner that would substantially affect public areas.

### Shadow Impacts

Section 295 of the *San Francisco Planning Code* was adopted in response to Proposition K (passed in November 1984) to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year-round. Section 295 restricts new shadow on public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the City Planning Commission finds the impact to be insignificant. The Seventh Street Building would be 50 feet in height. Therefore, a shadow fan was prepared by the Planning Department to determine the

shadow impact of the proposed project on properties protected by Section 295.<sup>29</sup> The analysis concluded that the proposed project would not cast shadow on any public areas protected by Section 295. Therefore, the proposed project would not result in a significant shadow impact.

The proposed project would add new shade to portions of the project site as well as to surrounding properties. However, because of the height of the proposed building and the configuration of existing buildings in the vicinity, the net new shading which would result from the project's construction would be limited in scope, and would not increase the total amount of shading above levels which are common and generally accepted in urban areas. Therefore, the proposed project would not create new shadow that substantially affects public areas.

While the San Francisco Planning Department, as a lead agency, has chosen to incorporate the issue of the sun shading effects of proposed projects on public open spaces under the jurisdiction of or to be acquired by the Recreation and Park Commission, due to the dense urban fabric of the City, the loss of sunlight on private residences or property is rarely considered to be a significant impact on the environment under CEQA. Although residents may regard the increase in shadow during any time of the year an inconvenience, the limited amount of increase in shading would not be considered a significant or adverse impact under CEQA.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>9. RECREATION—Would the project:</b>					
a) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Physically degrade existing recreational resources?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The proposed project does not include recreational facilities and would not require the construction or expansion of recreation facilities. Therefore, criterion 9b would not be applicable to the proposed project.

The following recreational facilities are located within the project site vicinity: the Howard/Langton Mini Park located on the southwest corner of Langton and Howard Streets; the SOMA Eugene Friend Recreation

<sup>29</sup> Mat Snyder, San Francisco Planning Department Staff, 255 7<sup>th</sup> Street Shadow Analysis Case No. 2004.0588K, July 11, 2006. A copy of this document is available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.



Center located on Folsom, Harriet and Sixth Streets; and the Victoria Manalo Draves Park located on the southeast corner of Seventh and Folsom Streets.<sup>30</sup>

In 1998, the City of San Francisco initiated the Great Park for a Great City Assessment Project to determine condition of the park system as well as to determine future needs. The project concluded that South of Market, Civic Center, Tenderloin, and Mission Bay in District 6 are emerging residential areas and to satisfy future recreation and open space demands at least two major neighborhood parks, playgrounds, sports fields, mini parks and indoor recreation facilities would be needed. Consistent with this assessment, the Board of Supervisors approved an exchange and lease agreement between the City and the San Francisco Unified School District (SFUSD) to purchase the Bessie Carmichael School site and proposed the Victoria Manalo Draves Park. In August of 2004, the San Francisco Recreation and Park Department published a *Recreation Assessment Report* that evaluates the recreation needs of San Francisco residents.<sup>31</sup> Nine service area maps were developed for the *Recreation Assessment Report*. The service area maps were intended to help Recreation and Park Department staff and key leadership assess where services are offered, how equitable the service delivery is across the City and how effective the service is as it applies to participating levels overlaid against the demographics of where the service is provided. A review and interpretation of the data on the service area maps revealed that for recreation centers, such as the SOMA Eugene Friend Recreation Center, certain areas of the City, including the SOM area, are under served. The City's *General Plan* Recreation and Open Space Element identifies the SOM as an area that should receive highest priority for new parks and recreational improvements.<sup>32</sup> To that end, the Victoria Manalo Draves Park is currently under construction. The park program seeks to maximize lawn and plantings and minimize hardscape. The program for the park includes children's and toddler's play equipment, informal play fields, a bathroom, a softball field, a picnic area, and a basketball court. Fencing will surround the park to secure the park at night. Rubberized matting will be used in play areas. The park will also contain areas for teaching kids about natural systems and the environment. A Memorandum of Understanding between the Recreation and Park Department and SFUSD will allow school children to have exclusive use of the children's play area during the school day. Construction of the Victoria Manalo Draves Park is scheduled to be completed in September of 2006 and the park is scheduled to open in October of 2006.<sup>33</sup>

The proposed project would be expected to generate additional demand for the above-described recreational facilities. However, the increase in demand would not be in excess of amounts expected and provided for in the area and the City as a whole. The additional use of the recreational facilities would be relatively minor compared with the existing use and therefore, the proposed project would not result in substantial physical

<sup>30</sup> The Howard/Langton Mini Park is a community garden that is cared for by local gardeners and looked after by the City and County of San Francisco.

<sup>31</sup> San Francisco Recreation and Park Department, *Recreation Assessment Report*, August 2004. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, and is available online at [http://www.parks.sfgov.org/site/recpark\\_index.asp?id=27310](http://www.parks.sfgov.org/site/recpark_index.asp?id=27310).

<sup>32</sup> San Francisco Planning Department, *San Francisco General Plan*, Recreation and Open Space Element, Neighborhood Recreation & Open Space Improvement Priority Plan, Map 9, page 1.3.47.

<sup>33</sup> Daniel LaForte, Park Planner, San Francisco Recreation and Park Department, electronic communication with Viktoriya Mass, Environmental Planner, San Francisco Planning Department, August 21, 2006.



deterioration of existing recreational resources. The impact on recreational facilities would, therefore, be less than significant.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>10. UTILITIES AND SERVICE SYSTEMS—</b>					
<b>Would the project:</b>					
a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Comply with federal, state, and local statutes and regulations related to solid waste?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

### **Wastewater Impacts**

The project site is served by San Francisco's combined sewage system. The sewage system is designed to collect and treat both sanitary sewage and rainwater runoff in the same sewer and treatment plants. During times of high precipitation, the sewage system is able to accommodate all of the daily sanitary sewage flows and some of the rainwater runoff, which is generated at much higher volumes than sanitary sewage. Wastewater treatment for the east side of the City is provided primarily by the Southeast Water Pollution Control Plant. The project would meet wastewater pre-treatment requirements of the San Francisco Public Utilities Commission, as required by the San Francisco Industrial Waste Ordinance.<sup>34</sup> Because impervious

<sup>34</sup> City and County of San Francisco, *San Francisco Municipal Code (Public Works)*, Ordinance No. 19-29,

surfaces in built environments comprise entirely the storm water runoff, and the project site is currently covered with impervious surfaces, the proposed project would have little effect on the total storm water volume discharged through the combined sewer system. While the proposed project would add to sewage flows in the area, it would not cause collection treatment capacity of the sewer system in the City to be exceeded. In light of the above, the proposed project would not exceed wastewater treatment requirements of the Regional Water Quality Control Board and would not require the construction of new wastewater/storm water treatment facilities or expansion of existing ones. Therefore, the proposed project would result in a less-than-significant wastewater impact.

As discussed in Land Use Section of this document, the proposed project is part of the *SOM Redevelopment Plan*, which was analyzed in the SOM SEIR. The SOM SEIR states that in the SOM area there is a general and existing problem with sewage overflows during the wet months. However, the SOM SEIR found that the *SOM Redevelopment Plan* (as Amended) would not be expected to cause collection treatment capacity of the sewer system in the city to be exceeded. Accordingly, the proposed project, in combination with other projects in the SOM area, would result in a less-than-significant cumulative wastewater impact. It is important to note that in 2005, the San Francisco Public Utilities Commission launched a citywide \$150 million 5-Year Wastewater Capital Improvement Program (5-Yr WWCIP) to improve the reliability and efficiency of San Francisco's combined wastewater and storm water system. It is anticipated that over the course of the next few years the 5-Yr WWCIP would help address the most critical needs of the City's aging wastewater system, improving the capacity of sewer mains, upgrading treatment facilities and reducing wastewater odors. The 5 Yr WWCIP is a parallel effort to the upcoming San Francisco Sewer System Master Plan, which would provide a long-term plan to address the entire wastewater system.<sup>35</sup>

## Water Impacts

The proposed project would incrementally increase the demand for water in San Francisco. The new construction would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by the *California State Building Code* Section 402.0(c). The projected water consumption for the proposed project was assumed in the San Francisco Public Utilities Commission's *2005 Urban Water Management Plan* and an adequate water supply would be available for the proposed project.<sup>36</sup> Since the proposed project would have sufficient water supply available from existing entitlements, it would result in a less-than-significant project-specific and cumulative water impact.

## Solid Waste Impacts

Golden Gate Disposal and Recycling Company provides residential and commercial garbage and recycling services to the Downtown area of the City. The proposed project would not generate solid waste amounts that

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Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

<sup>35</sup> San Francisco Public Utilities Commission, [http://sfwater.org/msc\\_main.cfm/MC\\_ID/14/MSC\\_ID/119](http://sfwater.org/msc_main.cfm/MC_ID/14/MSC_ID/119), accessed August 16, 2006.

<sup>36</sup> The SFPUC's *2005 Urban Water Management Plan* is based on data presented in, Association of Bay Area Governments, *Projections 2002: Forecasts for the San Francisco Bay Area to the Year 2025*, which includes all known or expected development projects in San Francisco through the Year 2025.

Golden Gate Disposal and Recycling Company would be unable to accept. San Francisco's solid waste is disposed of at the Altamont Landfill in Alameda County. A substantial expansion of the landfill was approved in 2000 and construction is expected to begin in 2006. This expansion will substantially increase Altamont Landfill's capacity to accommodate future waste generation by the landfill's existing clients, including San Francisco. The solid waste associated with the proposed project construction and operation would not substantially affect the projected life of the Altamont Landfill. The size and types of uses proposed would not be expected to result in the breach of published national, state, or local standards relating to solid waste or litter control. In light of the above, the proposed project would result in a less-than-significant project-specific and cumulative solid waste impact.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>11. PUBLIC SERVICES— Would the project:</b>					
a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### Fire and Police Protection Impacts

The project site currently receives fire and police protection services from the San Francisco Fire Department (SFFD) and the San Francisco Police Department (SFPD), respectively. The proposed project would create additional demand for fire suppression and police service in the area because it would add 49 dwelling units and the SMHC to the project area. Growth in the SFFD and SFPD service areas is monitored and addressed through the City's annual operating and capital budget process.

The nearest fire station to the project site is Station # 8 located at 36 Bluxome Street (near Fourth Street). The Southern Police Station located at the Hall of Justice (on the block bounded by Seventh, Harrison, Sixth and Bryant Streets) is the nearest police station. Although the proposed project could increase the number of service calls received from the area as a result on the increased concentration of activity on the site, the increase would not be substantial in light of the existing demand for fire and police protection services in the area. As such, the proposed project would not require new or physically altered SFFD and SFPD facilities. Therefore, the proposed project would result in a less-than-significant fire and police services impacts.

### Schools and Parks Impacts



Some of the new residents of the proposed 49-unit affordable housing development may be families with school-age children. The SFUSD employs a student generation rate of 0.203 students per housing unit for planning purposes.<sup>37</sup> The proposed project would be expected to add approximately 10 students to the SFUSD. It is anticipated that the existing schools could accommodate these students. The SFUSD is currently not a growth district, most facilities throughout the City are generally underutilized, and the SFUSD has more classrooms district-wide than it needs.<sup>38</sup> The proposed project would not result in a substantial unmet demand for school facilities and thus, would not necessitate new or physically altered school facilities. Therefore, the proposed project would result in a less-than-significant impact on schools.

As discussed in the Recreation Section of this document, the proposed project would have a less-than-significant impact on recreational facilities.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>12. BIOLOGICAL RESOURCES—</b>					
<b>Would the project:</b>					
a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<sup>37</sup> U.S. Department of Transportation Federal Transit Administration, City and County of San Francisco, Peninsula Corridor of Joint Powers Board, and San Francisco Redevelopment Agency, *Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Final EIS/EIR*, pages 4-19, March 2004.

<sup>38</sup> San Francisco Unified School District, *Facilities Master Plan*, 2003.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

The proposed project is in a developed urban area and is not located within or near any riparian habitat, sensitive natural community, federally protected wetlands or adopted conservation plan. Therefore, criteria 12b, c and f are not applicable to the proposed project.

The proposed project site is in a developed urban area and does not support or provide habitat for any rare or endangered wildlife species, animal or plant life or habitat, nor would it interfere with any resident or migratory species. Accordingly, the proposed project would result in no impact on sensitive species, special status species, native or migratory fish species and wildlife species.

The San Francisco Board of Supervisors recently adopted legislation that amended the City's Urban Forestry Ordinance, *Public Works Code* Sections 801 et. Seq., to require a permit from the DPW to remove any protected trees.<sup>39</sup> Protected trees include landmark trees, significant trees, or street trees located on private or public property anywhere within the territorial limits of the City and County of San Francisco.

A landmark tree has the highest level of protection and must meet certain criteria for age, size, shape, species, location, historical association, visual quality, or other contribution to the City's character and have been found worthy of landmark status after public hearings at both the Urban Forestry Council and the Board of Supervisors. A significant tree is a tree: a) either on private property or DPW property, b) within 10 feet of a public right-of-way, and c) that has a diameter at breast height (DBH) greater than 12 inches, a height greater than 20 feet, or a canopy greater than 15 feet.<sup>40</sup> A street tree is a tree within the public right-of-way or on DPW's property. Removal of landmark, significant, or a street tree requires a permit from DPW. Also, all such trees are subject to certain maintenance and protection standards. The San Francisco Planning Department, DBI, and DPW have established guidelines to ensure that the provisions concerning protected trees are implemented. As part of these guidelines, the Planning Department requires that a "Tree Disclosure Statement" accompany all permit applications that could potentially impact a protected tree whether the tree is on the subject site or adjacent sites.

There are no trees on the project site; however, adjacent to the project site there is one tree growing along Seventh Street within 10 feet of a public right-of-way. Since this tree is less than 12 inches in DBH, less than

<sup>39</sup> Board of Supervisors, Ordinance No. 17-06, amending *Public Works Code* Sections 801 et seq.

<sup>40</sup> Diameter at Breast Height is measured at 4.5 feet above the ground surface.

20 feet tall and has a canopy of less than 15 feet, it would be considered a street tree. The proposed project would remove the tree and thus, the project sponsor would be required to obtain a permit from the DPW.<sup>41</sup> In addition, the *Public Works Code* requires that another street tree be planted in place of a removed tree or that an in-lieu planting fee be paid. The proposed project would include installation of six street trees along Seventh Street and four street trees along Moss Street. The interior courtyard would also be landscaped. Since the proposed project would not conflict with any local policies or ordinance protecting biological resources, would not affect rare or endangered species, or substantially diminish habitat or remove a substantial number of mature and scenic trees, it would result in a less-than-significant biological resources impact.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>13. GEOLOGY AND SOILS— Would the project:</b>					
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:					
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
ii) Strong seismic ground shaking?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) Seismic-related ground failure, including liquefaction?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Landslides?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Result in substantial soil erosion or the loss of topsoil?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<sup>41</sup> As part of the review process for an application for street or significant tree removal, a DPW inspector would evaluate the trees proposed for removal. If DPW approves the tree to be removed, it will be posted for period up to 30 days. If objections to the removal are received, the removal will be scheduled for public hearing. If DPW denies the removal, the applicant can request the case be scheduled for a public hearing. After the hearing, a hearing officer will make a recommendation to the DPW Director, who in turn will issue a final decision. The DPW Director's decision may be appealed to the Board of Appeals.



<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Change substantially the topography or any unique geologic or physical features of the site?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The proposed project is not in an area subject to landslides. The proposed project would be connected to the existing sewer system and would not require use of septic systems. Therefore, criteria 13a(iv) and e would not be applicable to the proposed project.

The *San Francisco General Plan* Community Safety Element contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to “very strong” groundshaking (Modified Mercalli Intensity VIII) from earthquakes along the Peninsula segment of the San Andreas Fault, and “strong” groundshaking (modified Mercalli Intensity VII) along the Northern segment of the Hayward Fault (Maps 2 and 3 of the Community Safety Element).<sup>42</sup> The project site is located in an area of liquefaction potential, as shown in a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology (Map 4 of the Community Safety Element). The project site is not in an area subject to landslide (Map 5 in the Community Safety Element). The project site is not in an area subject to tsunami run-up, or reservoir inundation hazards (Maps 6, and 7 in the Community Safety Element).

The project site is not in an Alquist-Priolo Special Studies Zone, and no known active faults exist on or in the immediate vicinity of the site.<sup>43</sup> The potential for surface fault rupture at the site is extremely low. Like the entire San Francisco Bay Area, the project site is subject to ground shaking in the event of an earthquake on the regional faults.

In San Francisco, unengineered artificial fill was used during the mid-19<sup>th</sup> century to reclaim property from the Bay. Natural drainages were also reclaimed with artificial fill, including both Mission Creek and Islais Creek. Fill associated with Mission Creek covers a large portion of the South of Market area. The project site is at the edge of the westernmost portion of the northern lobe of the former Sullivan Marsh area. Records

<sup>42</sup> Continued research has resulted in revisions to the Association of Bay Area Governments’ earthquake hazard maps. Available on ABAG website (viewed August 29, 2006) at <http://www.abag.ca.gov/bayarea/eqmaps/mapsba.html>. Based on the 1995 ABAG report, an earthquake on these faults could result in “moderate” and “nonstructural” damage in the project vicinity. However, ABAG notes, “The damage, however, will not be uniform. Some buildings will experience substantially more damage than this overall level, and others will experience substantially less damage.” For this reason, ABAG currently produces Shaking Hazard Maps that depict intensity of groundshaking, rather than estimated damage.

<sup>43</sup> California State Department of Conservation, Division of Mines and Geology (CDMG), *Cities and Counties Affected by Alquist-Priolo Earthquake Fault Zones as of May 1, 1998*, [<http://www.consrv.ca.gov>], November 16, 1998, and CDMG, *Fault Rupture Hazard Zones in California*, Alquist Priolo Earthquake Zoning Act, Special Publication 42, Revised 1997.

indicate that the marsh area was filled between 1870 and 1880. Subsurface soil at the project site consists of 11 to 18 feet of loose to dense sand and gravel with sand, with brick and rubble fragments (earthquake fill).<sup>44</sup> Underneath the fill is very loose to dense sand extending to depths of 15 to 24.5 feet bgs. Beneath the sand is soft to stiff Bay Mud deposits extending to depths ranging from 90 to 116 feet bgs. Beneath the Bay Mud deposit are shoreline alluvium consisting primarily of strong, relatively incompressible, dense to very dense sand and stiff to very stiff clay and silt. The ground surface across the site slopes down toward the east, from approximate Elevation 12 to 6 feet (San Francisco City Datum). Groundwater was encountered at approximately 9.5 to 10 feet bgs, corresponding to elevations ranging from 0.5 to 1 foot. The groundwater level at the project site is anticipated to vary a few feet seasonally and with the fluctuations in the water level of the San Francisco Bay. It is anticipated that the high groundwater level at the project site is near Elevation 3 feet.

As discussed above, the project site is located in an area of liquefaction potential, in a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology. For any development proposal in an area of liquefaction potential, the DBI, in its review of the building permit application, requires the project sponsor to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act. A geotechnical report was prepared for the proposed project by a California-licensed geotechnical engineer.<sup>45</sup> The geotechnical report assessed the nature and severity of the hazard(s) on the site and recommended project design and construction features that would reduce the hazards(s). The geotechnical report set forth recommendations for foundations, soil improvement, retaining walls, seismic design, site grading, and other geotechnical aspects of the proposed project. Specifically, the geotechnical report included the following recommendations:

- The building may be supported on a mat foundation, provided the loose to medium dense sand below the basement level is improved using compaction grouting;
- The mat foundation should be designed for groundwater at Elevation 3 feet;
- Compaction grouting should extend from the bottom of the mat to the bottom of the liquefiable soil;
- The mat foundation should be waterproofed;
- The below-grade walls should be designed to resist lateral pressures imposed by adjacent soil and traffic;
- Basement walls should be waterproofed and water stops should be placed at all construction joints;
- A soldier-pile-and-lagging system would be an acceptable method to retain the excavation;
- During excavation, the groundwater should be drawn down to a depth of at least three feet below the bottom of the maximum proposed excavation;
- The foundations of the adjacent buildings may be underpinned using chemical grouting that extends two feet below the bottom of the excavation;

<sup>44</sup> Treadwell & Rollo, *Phase II Environmental Site Assessment Proposed Westbrook Plaza Development Project, 227-255 Seventh Street*, October 22, 2003. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<sup>45</sup> Treadwell & Rollo, *Geotechnical Investigation, Westbrook Plaza, 255 Seventh Street*, November 3, 2005. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.



- Handling and disposal of the fill should be performed in accordance with a Site Mitigation Plan and Health and Safety Plan; and
- Drainage control design should include provisions for positive surface gradients so that surface runoff is not permitted to pond.

The geotechnical report found the site suitable for development providing that recommendations included in the geotechnical report were incorporated into the design and construction of the proposed development. The project sponsor has agreed to follow the recommendations of the geotechnical report in constructing the proposed project.

To ensure compliance with all *San Francisco Building Code* provisions regarding structural safety, when DBI reviews the geotechnical report and building plans for a proposed project, it will determine necessary engineering and design feature for the project to reduce potential damage to structures from groundshaking and liquefaction. Therefore, potential damage to structures from geologic hazards on a project site would be mitigated through the DBI requirement for a geotechnical report and review of the building permit application pursuant to its implementation of the *Building Code*.

It is anticipated that the proposed foundation would extend below the groundwater level. Any groundwater encountered during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Systems Planning, Environment and Compliance of the San Francisco Public Utilities Commission must be notified of project necessitating dewatering and may require a water analysis before discharge. Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the DPW would require that a Special Inspector (as defined in Article 3 of the *Building Code*) be retained by the project sponsor to perform this monitoring.

Groundwater observation wells would be installed to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during dewatering, groundwater recharge would be used to halt this settlement. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

To accommodate the below-grade parking garage and foundation for the proposed project, excavation of 12 to 14 feet bgs would be required and about 13,000 cubic feet of material would be removed from the site. The finished floor of the below-grade parking garage would be near Elevation 0 feet along Seventh Street and Elevation -3 feet along Moss Street. The project site and surrounding area are relatively flat. As mentioned above, the existing ground surface elevation of the site varies from 6 to 12 feet above mean seal level.<sup>46</sup> The

<sup>46</sup> Treadwell & Rollo, *Geotechnical Investigation, Westbrook Plaza, 255 Seventh Street*, November 3, 2005. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission



proposed project would not significantly alter the topography or otherwise affect any unique geologic or physical features of the site. Therefore, the proposed project would result in a less-than-significant topographical impact.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>14. HYDROLOGY AND WATER QUALITY— Would the project:</b>					
a) Violate any water quality standards or waste discharge requirements?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion of siltation on- or off-site?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
f) Otherwise substantially degrade water quality?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
h) Place within a 100-year flood hazard area structures that would impede or redirect flood flows?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
i) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
j) Expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The project site is not located within a 100-year flood hazard area. The project site is not in an area subject to tsunami run up, or reservoir inundation hazards (Maps 6, and 7 in the *General Plan Community Safety Element*). Therefore, criteria 14g and h would not be applicable to the proposed project.

The project site is entirely covered by the impervious surfaces (existing buildings and a paved parking lot). The proposed project would likewise result in a project site that is entirely covered by impervious surfaces (two proposed buildings and a concrete courtyard). The proposed project is not anticipated to change the amount of impervious surface area at the site. Therefore, the proposed project would not substantially alter the existing drainage pattern of the site or area, substantially increase the rate or amount of surface runoff, or contribute runoff water which exceeds the capacity of the Southeast Water Pollution Control Plant. Accordingly, the proposed project would result in a less-than-significant storm water impact.

Project-related wastewater and storm water would flow to the City's combined sewer system and would be treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant prior to discharge. During operations and construction, the proposed project would be required to comply with all local wastewater discharge and water quality requirements. Therefore, the proposed project would not substantially degrade water quality.

Construction of the proposed project would involve demolition, excavation, soil stockpiling, grading, and construction of new residential buildings and an underground parking garage. These activities could cause erosion and transportation of soil particles that, once in surface water runoff, could cause sediment and other pollutants to leave the site and ultimately affect the water quality of San Francisco Bay. However, storm water runoff from project construction and project operation would be required to drain to the combined sewer and stormwater system and would be treated and discharged to the Bay in compliance with the City's National Pollutant Discharge Elimination System permit. In accordance with the permit, discharges to the Bay are in conformance with requirements of the Clean Water Act, Combined Sewer Overflow Control Policy, and the associated state requirements in the Water Quality and Control Plan for the San Francisco Bay Basin. Therefore, the proposed project would not substantially degrade water quality.

The groundwater level is approximately 9.5 to 10 feet bgs, corresponding to elevations ranging from 0.5 to 1 foot. Therefore, it is anticipated that dewatering would be necessary. As discussed in the Geology/Topography section, any groundwater encountered during construction would be subject to the

requirements of the City's Industrial Waste Ordinance (Ordinance No. 199-77), requiring that groundwater meet specified standards before it may be discharged into the sewer system. The proposed project would not substantially deplete groundwater supplies.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>15. HAZARDS AND HAZARDOUS MATERIALS</b>					
<b>Would the project:</b>					
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
h) Expose people or structures to a significant risk of loss, injury or death involving fires?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The proposed project is not located within an airport land use plan area or in the vicinity of a private airstrip. Therefore, significance criteria 15e and f would not apply to the proposed project.



The City has adopted an ordinance (Ordinance 253-86, signed by the Mayor on June 27, 1986), which requires analyzing soil for hazardous wastes within specified areas, known as the Maher area, when over 50 cubic yards of soil is to be disturbed and on sites specifically designated by the Director of Public Works.<sup>47</sup> The project site falls outside the boundary of the Maher Ordinance and, therefore, would not be subject to this ordinance.

A Phase I Environmental Site Assessment (ESA) for the project site was prepared in July 2003.<sup>48</sup> A Phase II ESA for the project site was prepared in October of 2003.<sup>49</sup>

## Soil and Groundwater

The southwestern part of the project site that is currently occupied by the surface parking lot was used as a service station during the late 1940s and early 1950s. The Phase I ESA revealed that two Underground Storage Tanks (USTs) are located beneath the Seventh Street sidewalk in front of the project site (see UST discussion below). The Phase I ESA recommended that a Phase II ESA be performed to determine the absence of additional USTs and any associated contamination from the USTs and the car wash sump. Furthermore, the project site is underlain by fill soil that regionally is known to contain elevated concentrations of lead and petroleum hydrocarbons.

The Phase II ESA drilled ten soil borings at the project site to collect soil samples for chemical analysis. Groundwater samples were collected from three of the ten soil borings. Soil and groundwater samples were submitted for chemical analysis. The chemical results for the soil and groundwater samples indicate that varying concentrations of total petroleum hydrocarbons (TPH) as diesel and motor oil, Halogenated Volatile Organic Compounds (HVOCs), and metals exist in the soil and groundwater beneath the site.

**Soil.** Total lead was detected at concentrations ranging from 3.3 milligrams per kilogram (mg/kg) to 6,700 mg/kg in the soil samples analyzed. For residential uses, total lead should not exceed 1,000 ppm. The concentration of 6,700 mg/kg detected at the project site is more than six times greater than the 1,000 ppm threshold for residential uses. For disposal purposes, the State hazardous waste threshold for total lead is 350 mg/kg. Total lead was detected above this concentration. Soluble lead, based on the State WET method, was detected in seven of the soil samples analyzed at concentrations ranging from 0.23 milligrams per liter (mg/L) to 17 mg/L. The State hazardous waste threshold for soluble lead is 5 mg/L and was exceeded for three of the soil samples. Soluble lead, based on the Federal TCLP method was detected in 10 of the 12 samples tested at

<sup>47</sup> The Maher Ordinance applies to that portion of the City bayward of the original high tide line, where past industrial uses and fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in soils and groundwater. The ordinance requires that soils must be analyzed for hazardous wastes if more than 50 cubic yards of soil are to be disturbed.

<sup>48</sup> Raibon & Colbert Associates, *Phase I Environmental Site Assessment, 227–225 7<sup>th</sup> Street*, July 10, 2003. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<sup>49</sup> Treadwell & Rollo, *Phase II Environmental Site Assessment, Proposed Westbrook Plaza Development Project, 227-255 Seventh Street*, October 22, 2003. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

concentrations ranging from 0.41 mg/L to 13 mg/L. The Federal hazardous waste threshold for soluble lead is 5 mg/L and was exceeded in the sample collected at 7 feet bgs from one boring. None of the other metals detected were above their respective State hazardous waste thresholds. TPH as diesel and motor oil were detected in samples from all the borings which tested at concentrations ranging from 1.2 mg/kg to 160 mg/kg for TPH as diesel and from 6.2 mg/kg to 1100 mg/kg for TPH as motor oil. There are no applicable hazardous waste criteria for TPH concentrations detected. The concentrations detected are generally considered low and not likely a significant concern. Tetrachloroethene (PCE) was the only HVOC detected in soil samples. PCE was detected at concentrations of 60 micrograms per kilogram ( $\mu\text{g/kg}$ ) and 33  $\mu\text{g/kg}$  in the samples collected at 5 feet bgs and 10 feet bgs, respectively. The detected PCE concentrations are below the Regional Water Quality Control Board Environmental Screening Level concentration of 88  $\mu\text{g/kg}$  for residential land-use.

As the above paragraph indicates, soil sample analytical results indicate that the upper 10 feet of soil that would be excavated during site development, in general, contains relatively low concentrations of a motor oil type petroleum hydrocarbon. Also, dry cleaning solvents (PCE) were detected at low concentrations in only one boring site. (Phase I ESA for the project site did not identify dry cleaners as a historical site operation and therefore, the source of the PCE concentrations is unknown). The soil samples, however, did contain elevated concentrations of total and soluble lead that exceed State and/or Federal hazardous waste criteria. Since soil with hazardous concentrations of lead would be encountered during site development, the proposed project would result in a potentially significant impact. Implementation of Mitigation Measure 3 - Hazardous Materials, page 62, would however, reduce the proposed project's impact to a less-than-significant level.

**Groundwater.** Groundwater samples were collected from borings at the southeastern edge of the site next to an oil water separator, near the closed and suspected USTs and at the up-gradient edge of the site. Low concentrations of TPH as diesel and motor oil were detected at 74  $\mu\text{g/L}$  and 460  $\mu\text{g/L}$ , and 160  $\mu\text{g/L}$  and 420  $\mu\text{g/L}$  in the ground water samples collected from one boring next to the oil water separator at the former car wash and from another boring drilled at the northwest side of the project site, respectively. These concentrations are below their respective Regional Water Quality Control Board Environmental Screening Level for residential land use of 640  $\mu\text{g/L}$  for each compound. The TPH as gasoline, BTEX and PCBs were not detected in the samples analyzed for these compounds. Low concentrations of PCE and its breakdown product were detected in the groundwater samples collected from two borings drilled next to the easternmost oil water separator and UST area. The detected concentrations do not likely represent a significant threat to the health of future site occupants based on a comparison for the Regional Water Quality Control Board Environmental Screening Levels for residential land use. These data indicate that the closed and suspected USTs have not significantly impacted groundwater quality at the project site. Some metals and suspended solids were detected. However, the concentrations were within limits established by the San Francisco Public Utilities Commission for discharge to the combined stormwater-sanitary sewer system. The concentrations detected in the groundwater are below a level that would likely require further investigation or remediation by a regulatory agency.



## Underground Storage Tanks

A Phase I and Phase II ESA have been prepared for the proposed project in order to determine the potential for the presence or likely presence of any hazardous substances or petroleum products under conditions that may indicate a release or threat of a release from present or passed activities. The project site was listed on the Facility Inventory Database (CAFID), which contains a historical listing of active and inactive underground storage tank (UST) locations. Two USTs are located below the Seventh Street sidewalk in front of the project site.<sup>50</sup> Records indicate that both USTs were used for waste oil accumulation. This is consistent with the southwestern part of the project site being used as a service station during the late 1940s and early 1950s. The San Francisco Department of Public Health records show that two USTs at 229 Seventh Street were removed by means of "Closure-in-Place" in 1989. However, an UST Closure Report for this activity was not submitted to the Department of Public Health at the time of closure. The UST Closure Report was submitted to the Department of Public Health in September of 2003.<sup>51</sup> In October of 2003, the Department of Public Health issued a Notice of Completion UST Closure, which states that, "based on the analytical results of the soil and water sampling, further site investigation and cleanup pertaining to the two tanks is not required at this time." The Notice of Completion also states that although other onsite contamination was found from the July 2003 sampling activity, future remediation activities shall be addressed separately from the UST Closure process. A third UST may exist inside the fenced area of the site, adjacent to the two USTs beneath the Seventh Street sidewalk. A determination could not be made whether a third UST may exist at the project site.

In summary, since the project site may contain a third UST, soil with hazardous concentrations of lead would be encountered during site development, and there is a school within a quarter mile of the site, the proposed project would result in a potentially significant impact. However, implementation of Mitigation Measure 3 - Hazardous Materials, page 62, would reduce the impact to a less-than-significant level.

## Hazardous Building Materials

**Building Asbestos.** Asbestos-containing materials may be found within the existing buildings that are proposed for demolition. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

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<sup>50</sup> Treadwell & Rollo, *Underground Storage Tank Closure Report*, September 24, 2003. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, 5<sup>th</sup> Floor, as part of Case File No. 2004.0588E.

<sup>51</sup> Treadwell & Rollo, *Underground Storage Tank Closure Report*, SFDPH Facility ID # 12122, UST 4246, 227 Seventh Street, September 24, 2003.



Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/alterd including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation concerning which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, DBI would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of insignificance.

***Lead-Based Paint.*** Because of the age of the existing buildings, which are proposed for demolition as part of the project, they may contain lead-based paint. Demolition must comply with Chapter 34, Section 3407 of the *San Francisco Building Code*, Work Practices for Lead-Based Paint on Pre-1979 Buildings and Steel Structures. Where there is any work that may disturb or remove lead paint on any building built on or before December 31, 1978, or any steel structures to which lead-based paint disturbance or removal would occur, and exterior work would disturb more than 100 square feet or 100 linear feet of lead-based paint, Chapter 34 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 34 contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the Department of Housing and Urban Development (HUD) Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of work debris beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work,

the responsible party must provide written notice to the Director of DBI of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead-Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures established by the *San Francisco Building Code* would ensure that potential impacts associated with lead-based paint disturbance during construction activities would be reduced to a level of insignificance.

### Evacuation, Emergency Response and Fire Safety

San Francisco ensures fire safety primarily through provisions of the *Building Code* and the *Fire Code*. Existing buildings are required to meet standards contained in these codes. In addition, the final building plans for any new residential project greater than two units are reviewed by the SFFD (as well as the DBI), in order to ensure conformance with these provisions. The proposed project would conform to these standards, which (depending on building type) may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hillside development, hydrant water pressure, and emergency access) would be mitigated during the permit review process. Accordingly, the proposed project would not result in an impact associated with an emergency plan or fires.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
<b>16. MINERAL AND ENERGY RESOURCES—</b> <b>Would the project:</b>					
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## **Mineral Resources Impacts**

All land in San Francisco, including the project site, is designated Mineral Resource Zone 4 (MRZ-4) by the California Division of Mines and Geology (CDMG) under the Surface Mining and Reclamation Act of 1975 (CDMG, Open File Report 96-03 and Special Report 146 Parts I and II). This designation indicates that there is inadequate information available for assignment to any other MRZ and thus, the site is not a designated area of significant mineral deposits. Since the project site is already developed, future evaluation or designation of the site would not affect or be affected by the proposed project. There are no operational mineral resource recovery sites in the project area whose operations or accessibility would be affected by the construction or operation of the proposed project. Therefore, criteria 16a and b are not applicable to the proposed project.

## **Energy Impacts**

New buildings in San Francisco are required to conform to energy conservation standards specified by Title 24 of the California Code of Regulations. Documentation showing compliance with these standards is submitted with the application for the building permit. The proposed project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations enforced by the DBI. For this reason, the proposed project would not cause a wasteful use of energy.

San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate.

Part of the problem may be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply “grid” within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect or contribute to a cumulative impact.



<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
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### 17. AGRICULTURE RESOURCES

In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland.

**Would the project:**

- |                                                                                                                                                                                                                                     |                          |                          |                          |                          |                                     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|
| a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?                                                                                                                                                | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland of Statewide Importance, to non-agricultural use?                                               | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

The project site is located within an urban area in the City and County of San Francisco. The California Department of Conservation's Farmland Mapping and Monitoring Program identifies the site as *Urban and Built-Up Land*, which is defined as "... land [that] is used for residential, industrial, commercial, institutional, public administrative purposes, railroad and other transportation yards, cemeteries, airports, golf courses, sanitary landfills, sewage treatment, water control structures, and other developed purposes." Because the project site does not contain agricultural uses and it is not zoned for such uses, the proposed project would not convert any prime farmland, unique farmland or Farmland of Statewide Importance to non-agricultural use, and it would not conflict with existing zoning for agricultural land use or a Williamson contract, nor would it involve any changes to the environment that could result in the conversion of farmland. Accordingly, criteria 17a, b, and c are not applicable to the proposed project.

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
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### 18. MANDATORY FINDINGS OF SIGNIFICANCE—Would the project:

- |                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                     |                          |                          |                          |                          |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory? | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|

<i>Topics:</i>	<i>Potentially Significant Impact</i>	<i>Less Than Significant with Mitigation Incorporated</i>	<i>Less Than Significant Impact</i>	<i>No Impact</i>	<i>Not Applicable</i>
b) Have impacts that would be individually limited, but cumulatively considerable? (“Cumulatively considerable” means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### **C. OTHER**

#### **Neighborhood Notice**

A “Notification of Project Receiving Environmental Review” was sent out on October 18, 2005 to the owners and occupants of properties adjacent to the project site and interested parties. Eight comments were received in response to the Neighborhood Notice. Members of the public expressed concern about the proposed project as it relates to: cumulative impacts of development of a number of health clinics in the South of Market area; loss of PDR space and the associated land use impacts; parking impacts; historic value of the existing buildings on the project site; general impacts on the light, views, privacy, health and safety of the inhabitants of Moss Street; and potential pollution released by the excavation and construction of the proposed project. The public also requested more information regarding the type of services that the SMHC would provide and the hours of operation.

## **D. MITIGATION MEASURES**

The following mitigation measures have been adopted by the project sponsor and are necessary to avoid potential significant effects of the proposed project.

### **Mitigation Measure 1 – Archaeological Resources**

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure and the requirements of the project archaeological research design and treatment plan (Archeo-Tec, *Archaeological Research Design & Treatment Plan for the Westbrook Plaza Project*, City and County of San Francisco, CA, March 2006). In instances of any inconsistency between the requirements of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirements of the latter shall prevail. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

*Archeological Testing Program.* The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery



program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

*Archeological Monitoring Program.* If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities\_and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archeological Data Recovery Program.* The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archeological Resources Report.* The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the

archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

### **Mitigation Measure 2 - Construction Air Quality**

The project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

### **Mitigation Measure 3 – Hazardous Materials**

#### ***Step 1: Determination of Presence of Lead-Contaminated Soils.***

The project sponsor shall submit the Phase I and Phase II Environmental Site Assessments and a fee of \$425 in the form of a check payable to the San Francisco Department of Public Health, to the Hazardous Waste Program, Department of Public Health, 101 Grove Street, Room 214, San Francisco, California 94102. The fee of \$425 shall cover five hours of soil testing report review and administrative handling. If additional review is necessary, Department of Public Health shall bill the project sponsor for each additional hour of review over the first five hours, at a rate of \$85 per hour. These fees shall be charged pursuant to Section 31.47(c) of the San Francisco Administrative Code. Department of Public Health shall review the soil testing report to determine whether soils on the project site are contaminated with lead at or above potentially hazardous levels.



If Department of Public Health determines that the soils on the project site are not contaminated with lead at or above a potentially hazardous level (i.e., below 50 ppm total lead), no further mitigation measures with regard to lead-contaminated soils on the site would be necessary.

***Step 2: Preparation of Site Mitigation Plan.***

If based on the results of the soil tests conducted, Department of Public Health determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the Department of Public Health shall determine if preparation of a Site Mitigation Plan (SMP) is warranted. If such a plan is requested by the Department of Public Health, the SMP shall include a discussion of the level of lead contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a combination); 2) the preferred alternative for managing contaminated soils on the site and a brief justification; and 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site. The SMP shall also outline proposed exploratory techniques to confirm the presence or absence of the suspected UST at the western edge of the project site to properly plan for its removal, if found, during site excavation. Any identified USTs shall be removed from the property and disposed of in accordance with applicable regulations. Soil beneath the USTs shall be visually inspected for soil and/or groundwater contamination. If contamination is detected, the impacted materials shall be tracked and managed throughout the construction phase. If deemed necessary, impacted materials shall be mitigated prior to construction. The SMP shall be submitted to the Department of Public Health for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.

***Step 3: Handling, Hauling and Disposal of Lead-Contaminated Soils.***

(a) specific work practices: If based on the results of the soil tests conducted, Department of Public Health determines that the soils on the project site are contaminated with lead at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations, including OSHA lead-safe work practices) when such soils are encountered on the site.

(b) dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

(c) surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

(d) soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where lead-contaminated soils have been excavated and removed, up to construction grade.

(e) hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

***Step 4: Preparation of Closure/Certification Report.***

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to Department of Public Health for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing lead-contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

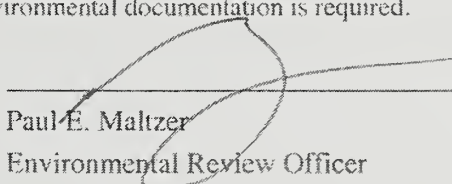
**E. ALTERNATIVES**

The EIR will analyze alternatives to the proposed project that would reduce or eliminate any significant environmental effects. At a minimum, these alternatives would include a No Project Alternative and a Preservation Alternative. The possible selection of an additional alternative for evaluation would be guided by the EIR's analysis of significant environmental impacts.

## F. DETERMINATION

On the basis of this initial study:

- ☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.
- ☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.
- ☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.
- ☐ I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.
- ☐ I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, no further environmental documentation is required.

  
\_\_\_\_\_  
Paul E. Maltzer  
Environmental Review Officer  
for

Dean L. Macris  
Director of Planning

DATE 9/8/06



## APPENDIX B

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# Historical Resources Evaluation Responses

This appendix contains the Historic Resource Evaluation reviews conducted for the proposed project in July 2006, as well as the text of the Supplemental Information for Residential Demolition Applications prepared in June 2006 by Carey & Co., Inc., on which the evaluations were based.

## 1. Property Description

The subject property at 255 7<sup>th</sup> Street (building addresses are actually 227 and 229 7<sup>th</sup> Street) is located on the northeast side of 7<sup>th</sup> Street (which runs northwest-southeast), between Howard and Folsom Streets. The property is in the South of Market neighborhood of San Francisco. The San Francisco Office of the Assessor-Recorder shows two units on an 18,375 square foot lot. The front of the lot is bordered by a sidewalk along 7<sup>th</sup> Street. The lot consists primarily of a paved parking area with the two subject structures located at the west corner of the lot. The two subject buildings sit at the front edge of the property with their entries accessed directly from the sidewalk.

227 7<sup>th</sup> Street is a one-story commercial building. It has a rectangular plan that extends half the width of the block. It is abutted by a neighboring building to the northwest and 229 7<sup>th</sup> Street to the southeast. The parking lot also abuts it on the southeast and another building sits behind it. The building is made of poured concrete. It has a flat roof, which has a slope only across the front façade where it is clad with clay tile. This primary façade faces southwest. A frieze with decorative paneling is located just below the eaves and a pair of fluted pilasters is located at each side of the façade. The center of the façade is dominated by windows and doors. Multi-pane steel sash windows, some portions of which are operable casement sashes, are located across the upper portion of the façade, while the lower portion consists of two single-pane store-front windows that flank an entry door and a set of double doors. The entry door is located to the southeast of center and consists of a glazed wood door with a single large glass panel and a three-pane transom. The set of double doors to the northwest of the entry door are also glazed wood doors with twelve panes each. Each of these doors is slightly larger than a standard-sized personnel door. The secondary facades of this building consist of plain board-formed concrete surfaces with no openings. Only the rear portion of the southeast wall and the rear elevation are exposed, due to adjoining structures that cover the other facades.

229 7<sup>th</sup> Street is a one-story commercial building. It has a rectangular plan that extends approximately one quarter the width of the block. It is abutted by 227 7<sup>th</sup> Street to the northwest and the parking lot on the southeast and northeast. The building is made of poured concrete with a smooth parged surface. The rear (northeast) side of the building is clad with small sheets of corrugated metal. The building has a gently pitched front-gable roof that has a low parapet on the southeast and southwest sides. On the primary (southwest) façade, the parapet follows the pitch of the gable. The gable end and upper portion of the wall on the front façade consist of a flat surface surrounded by wide flat wood trim elements. Below this, a pair of pilasters is located at each side of the façade. A non-historic glazed metal entry door is located at the center of the façade and is flanked by single pilasters. To the northwest of this door is a row of three large, single-pane, wood frame, store front windows separated by thin wood mullions. To the southeast of the entry door is a large single-pane, wood frame, store-front window. A wood frieze runs across the top of the windows and door, projecting slightly over the entry. The secondary southeast elevation of this building consists of a flat wall surface with a raised dado element that extends halfway across the lower wall. A non-historic glazed metal door and two non-historic aluminum sliding windows are located on this elevation. The rear elevation also has a door and a non-historic aluminum sliding window. High on the northwest side of the wall are a pair of small four-pane windows, which appear to be original.

## 2. History

A block book dated 1894 shows a different division of lots around this property than is found today. The subject property is located on what was called block 395 in the 100 Varas Survey area. The site of the two subject buildings was originally consisted of two lots, the northern of which

was owned by Agnes F. Boyle, the wife of a carpenter, and the southern of which was owned by Isaac Greer, a capitalist. In a 1901 block book, Greer's lot is shown to have come under the ownership of Jacob Saunders, who was a dairyman that was probably associated with the Boston Farm Dairy Depot that appears adjacent to the subject property in an 1899 Sanborn map. The 1900 U.S. Census reports that the Boyle family lived at 229 7<sup>th</sup> Street and the Saunders lived at 231 7<sup>th</sup> Street, which corresponds to a dwelling and an apartment building located on the subject property before the 1906 earthquake and fire. An October 1906 block book shows a merging of some neighboring lots and changes in ownership, probably related to the events of the earthquake and fire, which totally devastated this area of San Francisco. In 1906 and 1909, the subject lots remain in the ownership of the Boyle family (later under the name of Agnes Boyle's daughter, Theresa J. Boyle) and Jacob Saunders.

Sales Ledgers yield little information as to the ownership of the subject buildings. The two lots belonging to the Boyles and Saunders were later merged with the neighboring lot to the south (also owned by the Saunders in 1906 and 1909), which may be the reason that information on the current lot (#126) is difficult to find. No sales ledger data could be located for the property until 1986, when the property was owned by Louis Wayne and Therese A. Batmale. It was sold to the current owner in 2003.

City Directories, indicate that 227 7<sup>th</sup> Street was occupied by Elite Machine Works from 1937 to 1959. It is assumed that the neighboring 229 7<sup>th</sup> Street was associated with this business, as it was listed as a storage facility on Sanborn maps and later as an additional machine shop. Elite Machine Works was owned by Lorenzo Piatti, a manufacturing machinist. Elite Machine Works appears to have been in operation before its establishment in the subject address, as it is listed at 574 Natoma Street in 1935. California Death Records suggest that Lorenzo Piatti may have been born in Italy in 1894. No additional information could be found about Elite Machine Works or Lorenzo Piatti.

### **3. Construction History**

No plans or building permits for these buildings were located by the San Francisco Department of Building Inspection and no architect or builder is known. Sanborn Maps indicate that these structures were not present before 1913-1915. The Office of the Assessor-Recorder gives a construction date of 1924, which seems more probable, though 227 7<sup>th</sup> Street appears to be slightly older than 229 7<sup>th</sup> Street based on architectural style.

A Sanborn map from 1887 shows the block, 3731 (then 440), where 255 7<sup>th</sup> Street is located. The subject property has a number of unidentified structures located on it, but it is apparent that the subject buildings did not exist at that time, though the area was developed. In the next issue of the Sanborn map, dated 1913-1915, a large "mill and cabinet shop" building dominates the section of the block on which the subject buildings are now located. The precise site of the subject buildings is not occupied however. In a 1913-1949 Sanborn map, the subject buildings are present. Their configurations and setting appear to be much the same as they are today. The northwestern building, given the address 227 7<sup>th</sup> Street, is labeled as a one-story machine shop made of reinforced concrete with a composition roof and two wired glass skylights. The southeastern building is labeled as a one-story storage building with the address of 220 7<sup>th</sup> Street. To the southeast of both buildings is a large open auto parking area, with a small "gas and oil building" (245 7<sup>th</sup> Street) in the middle of the lot. This information is repeated in a 1913-1950 Sanborn map, with the exception that the building at 220 7<sup>th</sup> Street is relabeled as a machine shop.



The construction date of 1924 and the evident architectural styles place the buildings within the 20<sup>th</sup> Century Industrial period, according to San Francisco Preservation Bulletin No. 18. 227 7<sup>th</sup> Street is typical of a transitional eclectic style commercial/industrial building of the late 1910s, early 1920s, while 229 7<sup>th</sup> Street could conceivably be identified as an art deco influenced commercial building, for its simple geometric forms. Both buildings exhibit the traits of concrete construction and steel sash windows that are characteristic of 20<sup>th</sup> Century Industrial style buildings, which are identified as particularly common in the South of Market area.

#### 4. Photographs



*Fig. 1. Right to left: 227 7<sup>th</sup> Street and 229 7<sup>th</sup> Street (Carey & Co., June 2006)*



*Fig. 2. Front (southwest) of 227 7<sup>th</sup> Street (Carey & Co., June 2006)*



*Fig. 3. Front (southwest) of 229 7<sup>th</sup> Street (Carey & Co., June 2006)*





*Fig. 4. Southeast side of 229 7<sup>th</sup> Street (Carey & Co., June 2006)*



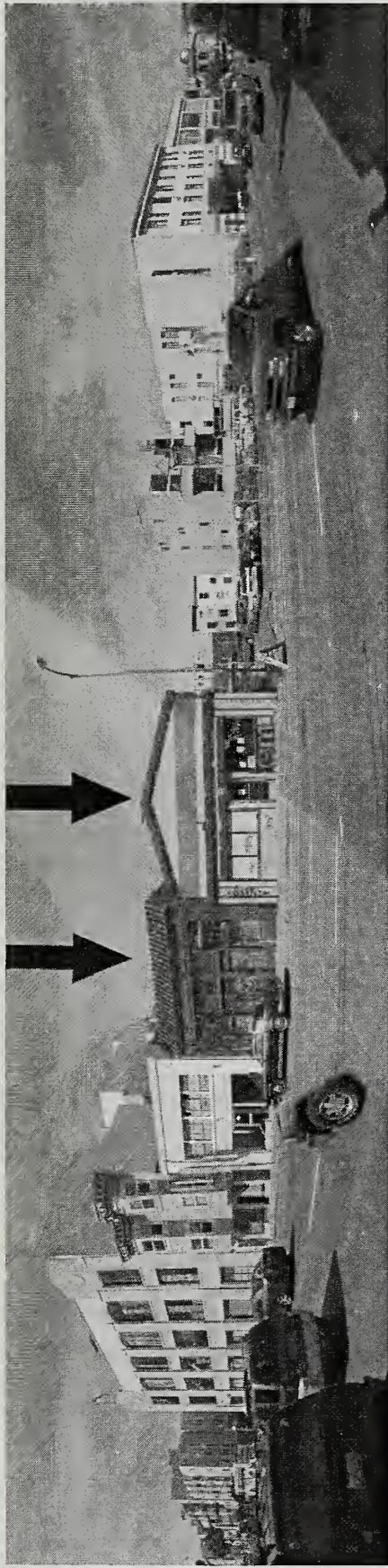
*Fig. 5. Rear (northeast) of 229 7<sup>th</sup> Street (Carey & Co., June 2006)*





*Fig. 6. Southeast side of 227 7<sup>th</sup> Street (Carey & Co., June 2006)*

(CONTINUED)



*Fig. 7. Northeast block face on 7<sup>th</sup> Street. Arrows to subject buildings. (Carey & Co., June 2006)*



*Fig. 7. Southwest block face on 7<sup>th</sup> Street (Carey & Co., June 2006)*



## Sources

California Death Records Index, 1940-1997.

California Office of Historic Preservation Historic Resource Database for San Francisco County,  
Northwest Information Center, Rohnert Park, California.

*Handy Block Book of San Francisco*: 1894, 1901, 1906, 1909.

*Polk's Crocker-Langley San Francisco City Directory*. San Francisco, Cal.: R.L. Polk & Co.

*Polk's San Francisco (San Francisco County, Calif.) City Directory*. San Francisco, Calif.: R.L. Polk  
& Co.

Property Profile Report, San Francisco Department of Building Inspection, San Francisco,  
California.

San Francisco Assessor-Recorder Sales Ledger, 1914-2005.

San Francisco Historical Photograph Collection, San Francisco Public Library.

San Francisco Permit Records, City of San Francisco, Department of Building Inspections, San  
Francisco, California.

San Francisco Water Taps Microfilm, San Francisco Public Library.

Sanborn Fire Insurance Maps, "San Francisco, California," 1899-1900, sheet 725; 1913-1915,  
sheet 951; 1913-1950, sheet 951.

United States Census Records. 1870-1930.





# PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER  
(415) 558-6378

DIRECTOR'S OFFICE  
PHONE: 558-6411

4TH FLOOR  
FAX: 558-6426

ZONING ADMINISTRATOR  
PHONE: 558-6350

5TH FLOOR  
FAX: 558-6409

PLANNING INFORMATION  
PHONE: 558-6377

MAJOR ENVIRONMENTAL  
FAX: 558-5991

COMMISSION CALENDAR  
INFO: 558-6422

INTERNET WEB SITE  
[SFGOV.ORG/PLANNING](http://SFGOV.ORG/PLANNING)

## MEMORANDUM: Historic Resource Evaluation Response

MEA Planner: Viktoriya Mass  
Project Address: 229 Seventh Street  
Block: 3731 Lot: 154  
Case No.: 2004.0588E  
Date of Review: 06/28/06

Planning Department Reviewer:  
Tim Frye  
415-575-6822  
Tim.Frye@sfgov.org

### Preparer / Consultant

Name:  
Company: Carey & Co., Inc.  
Address: 460 Bush Street SF 94108  
Phone: 416-773-0773  
Fax:  
Email:

### Owner

Name: Rosalba Navarro  
Company: Mercy Hospital California.  
Address: 1360 Mission Street, Ste. 300.  
Phone: 415-355-7110  
Fax: 415-355-7122  
Email:

### PROPOSED PROJECT

- ☒ Demolition  
☐ Alteration

### Project description:

Demolition of subject building and construction of an outpatient health clinic and approximately 50 affordable housing units.

### Pre-Existing Historic Rating / Survey

The subject property is identified as a rated building within the South of Market Area Plan; however, upon further investigation this information appears to be in error. It has been determined that the subject property has not been identified as part of any existing surveys.

### Historic District / Neighborhood Context

The subject property is located mid-block on Seventh Street between Folsom and Howard Streets. The area is comprised of early 20<sup>th</sup>-century residential flats, commercial warehouses, industrial buildings, and contemporary mixed-use structures.

**1.) California Register Criteria of Significance:** Note, a building may be an historical resource if it meets any of the California Register criteria listed below. If more information is needed to make such a determination please specify what information is needed. *(This determination for California Register Eligibility is made based on existing data and research provided to the Planning Department by the above named preparer / consultant and other parties. Key pages of report and a photograph of the subject building are attached.)*

- **Event:** or ☐ Yes ☒ No ☐ Unable to determine
- **Persons:** or ☐ Yes ☒ No ☐ Unable to determine
- **Architecture:** or ☐ Yes ☒ No ☐ Unable to determine
- **Information Potential:** ☐ Further investigation recommended.

**District or Context** ☐ Yes, may contribute to a potential district or significant context

**If Yes; Period of significance:**

**2.) Integrity** is the ability of a property to convey its significance. To be a resource for the purposes of CEQA, a property must not only be shown to be significant under the California Register criteria, but it also must have integrity. To retain historic integrity a property will always possess several, and usually most, of the aspects. The subject property has retained or lacks integrity from the period of significance noted above:

<b>location,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks	<b>setting,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks
<b>design,</b>	<input type="checkbox"/> Retains	<input checked="" type="checkbox"/> Lacks	<b>feeling,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks
<b>materials,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks	<b>association.</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks
<b>workmanship</b>	<input type="checkbox"/> Retains	<input checked="" type="checkbox"/> Lacks			

**Notes:** The subject building while exhibiting few distinguishing architectural characteristics, still maintains its overall siting, massing, scale, and materials that make it compatible in these terms to the overall context of a potential California Register District.

**3.) DETERMINATION Whether the property is an "historical resource" for purposes of CEQA**

<input checked="" type="checkbox"/> No Resource Present (Go to 6. below)	<input type="checkbox"/> Historical Resource Present (Continue to 4.)	<input type="checkbox"/> Category A (1/2)
		<input type="checkbox"/> Category B
		<input type="checkbox"/> Category C

**4.) If the property appears to be an historical resource, whether the proposed project is consistent with the Secretary of Interior's Standards or if any proposed modifications would materially impair the resource (i.e. alter in an adverse manner those physical characteristics which justify the property's inclusion in any registry to which it belongs).**

- ☐ The project appears to meet the Secretary of the Interior's Standards. (go to 6. below)  
(Optional) ☐ See attached explanation of how the project meets standards.
- ☐ The project is **NOT** consistent with the Secretary of the Interior's Standards and is a significant impact as proposed. (Continue to 5. if the project is an alteration)


**5.) Character-defining features of the building to be retained or respected in order to avoid a significant adverse effect by the project, presently or cumulatively, as modifications to the project to reduce or avoid impacts. Please recommend conditions of approval that may be desirable to mitigate the project's adverse effects.**

**6.) Whether the proposed project may have an adverse effect on off-site historical resources, such as adjacent historic properties.**

☒ Yes ☐ No ☐ Unable to determine

The proposed demolition of the subject properties would have an adverse effect on the surrounding context and would result in the loss of a contributing structure in a potential historic district (see HRE form for 227 7<sup>th</sup> Street, Case No. 2004.0588E). In order to avoid an adverse impact on the character-defining features of the district the proposal should respect the overall massing, size, scale and fenestration patterns that help characterize the historic industrial and residential buildings that make up the potential district. The project design should be restudied to convey a stronger relationship with the existing neighborhood context and streetscape.

**PRESERVATION COORDINATOR REVIEW**

Signature   
Mark Luellen, Preservation Coordinator

Date: 7-17-06

Cc Sonya Banks, Recording Secretary, Landmarks Preservation Advisory Board  
Virna Byrd / Historic Resource Impact Review File







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City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER  
(415) 558-6378

DIRECTOR'S OFFICE  
PHONE: 558-6411

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ZONING ADMINISTRATOR  
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## MEMORANDUM: Historic Resource Evaluation Response

MEA Planner: Viktoriya Mass  
Project Address: 227 Seventh Street  
Block: 3731 Lot: 126  
Case No.: 2004.0588E  
Date of Review: 07/11/06

Planning Department Reviewer:  
Tim Frye  
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### Preparer / Consultant

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Phone: 415-355-7110  
Fax: 415-355-7122  
Email:

### PROPOSED PROJECT

- ☒ Demolition  
☐ Alteration

### Project description:

Demolition of subject building and construction of an outpatient health clinic and approximately 50 affordable housing units.

### Pre-Existing Historic Rating / Survey

The subject property is identified as a rated building within the South of Market Area Plan; however, upon further investigation this information appears to be in error. It has been determined that the subject property has not been identified as part of any existing surveys.

### Historic District / Neighborhood Context

The subject property is located mid-block on 7<sup>th</sup> Street between Folsom and Howard Streets. The area is comprised of early 20<sup>th</sup>-century residential flats, commercial warehouses, industrial buildings, and contemporary mixed-use structures.

**1.) California Register Criteria of Significance:** Note, a building may be an historical resource if it meets any of the California Register criteria listed below. If more information is needed to make such a determination please specify what information is needed. *(This determination for California Register Eligibility is made based on existing data and research provided to the Planning Department by the above named preparer / consultant and other parties. Key pages of report and a photograph of the subject building are attached.)*

- **Event:** or ☒ Yes ☐ No ☐ Unable to determine
- **Persons:** or ☐ Yes ☒ No ☐ Unable to determine
- **Architecture:** or ☒ Yes ☐ No ☐ Unable to determine
- **Information Potential:** ☐ Further investigation recommended.

**District or Context** ☒ Yes, may contribute to a potential district or significant context

**If Yes; Period of significance:** See Notes.

Notes: While the exact boundaries of the district are yet to be determined, the subject property lies within an area that includes a high concentration of early 20<sup>th</sup>-century industrial and residential structures that possess the historic and architectural characteristics eligible for the California Register. In proximity to the subject property there are approximately twenty buildings constructed during the same period and identified on the 1976 Architectural Survey. The subject property and the surrounding area display a high level of architectural integrity and visible continuity and are potential resources in association with the history of industry and development in the South of Market area. With its Classical details, fluted pilasters, and multi-paned industrial windows, the subject property is a fine example of small-scale light industrial and commercial buildings

constructed in the early 1900s -1920s, being focused more on economy and function rather than ornament.

**2.) Integrity** is the ability of a property to convey its significance. To be a resource for the purposes of CEQA, a property must not only be shown to be significant under the California Register criteria, but it also must have integrity. To retain historic integrity a property will always possess several, and usually most, of the aspects. The subject property has retained or lacks integrity from the period of significance noted above:

<b>location,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks	<b>setting,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks
<b>design,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks	<b>feeling,</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks
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<b>workmanship</b>	<input checked="" type="checkbox"/> Retains	<input type="checkbox"/> Lacks			

**Notes:** The subject property displays a high level of historic and architectural integrity. It retains the almost all of its original historic exterior features.

**3.) DETERMINATION** Whether the property is an "historical resource" for purposes of CEQA

<input type="checkbox"/> No Resource Present (Go to 6. below)	<input checked="" type="checkbox"/> Historical Resource Present (Continue to 4.)	<input type="checkbox"/> Category A (1/2)
		<input type="checkbox"/> Category B
		<input checked="" type="checkbox"/> Category C

**4.) If the property appears to be an historical resource, whether the proposed project is consistent with the Secretary of Interior's Standards or if any proposed modifications would materially impair the resource (i.e. alter in an adverse manner those physical characteristics which justify the property's inclusion in any registry to which it belongs).**

- ☐ The project appears to meet the Secretary of the Interior's Standards. (go to 6. below)  
(Optional) ☐ See attached explanation of how the project meets standards.
- ☒ The project is **NOT** consistent with the Secretary of the Interior's Standards and is a significant impact as proposed. (Continue to 5. if the project is an alteration)

The proposed project is not consistent with the Secretary of the Interior's Standards for Rehabilitation — in particular Standards, 2,5,6,9, and 10. Of note, Standard 2 states,

*The historic character of a property shall be retained and preserved. The removal of historic material or alteration of features and spaces that characterize a property shall be avoided.*

**5.) Character-defining features of the building to be retained or respected in order to avoid a significant adverse effect by the project, presently or cumulatively, as modifications to the project to reduce or avoid impacts. Please recommend conditions of approval that may be desirable to mitigate the project's adverse effects.**

From the supplied plans it appears that the subject property is in the location of the ramp to the lower-level parking garage and above ground office and residential space. In order to avoid a significant adverse impact, the character-defining features of the property that should be retained are all exterior elevations, including rooflines, visible from the public rights-of-way. To mitigate the adverse effects, the subject property should be retained and rehabilitated as part of the proposal.



Any new additions to the subject property should have a considerable setback so to protect the massing and scale of the subject property so that it continues to read as a free-standing structure in relationship to its neighbors and the streetscape.

---

**6.) Whether the proposed project may have an adverse effect on off-site historical resources, such as adjacent historic properties.**

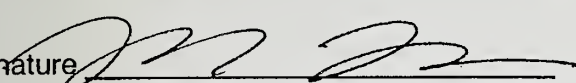
☒ Yes ☐ No ☐ Unable to determine

The proposed demolition of the subject property would have a significant adverse effect on the surrounding context and would result in the loss of a contributing structure in a potential historic district. In order to avoid an adverse impact on the character-defining features of the district the proposal should respect the overall massing, size, scale and fenestration patterns that help characterize the historic industrial and residential buildings that make up the potential district. The project design should be restudied to incorporate the subject building and convey a stronger relationship with the existing neighborhood context and streetscape.

---

**PRESERVATION COORDINATOR REVIEW**

Signature

  
Mark Luellen, Preservation Coordinator

Date:

7-17-06

Cc Sonya Banks, Recording Secretary, Landmarks Preservation Advisory Board  
Virna Byrd / Historic Resource Impact Review File

## **CHAPTER IX**

---

### **EIR Authors and Consultants**

#### **EIR Authors**

San Francisco Planning Department  
Major Environmental Analysis  
1660 Mission Street, Fifth Floor  
San Francisco, California 94103  
Environmental Review Officer: Paul Maltzer  
EIR Coordinator: Viktoriya Wise  
EIR Supervisor: Bill Wycko  
Preservation Technical Specialist: Tim Frye  
Preservation Coordinator: Mark Luellen

#### **EIR Consultants**

Environmental Science Associates (Prime Consultant)  
225 Bush Street, Suite 1700  
San Francisco, California 94104-4207  
Project Director: Marty Abell, AICP  
Project Manager: Karl F. Heisler  
Participants: Tania Sheyner  
Ron Teitel

Anthony Padilla  
Irvin Huerta

Carey & Co. Inc. (Historical Resources)  
460 Bush Street  
San Francisco, CA 94108

#### **Project Sponsor**

Rosalba Navarro  
Mercy Housing California  
1360 Mission Street, Suite 300  
San Francisco, CA 94103

#### **Project Architect**

Solomon E.T.C., A WRT Company  
1328 Mission Street, Fourth Floor  
San Francisco, CA 94103  
Anne Torney

#### **Project Sponsor**

Charles Range  
South of Market Health Center  
551 Minna Street  
San Francisco, CA 94103

#### **Project Sponsor's Representative**

Design Studios Gonzalo Castro  
4479 17th Street, Suite #4  
San Francisco, CA 94114  
Gonzalo Castro

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San Francisco Planning Department  
Major Environmental Analysis  
1660 Mission Street, Suite 500  
San Francisco, California 94103

Attn: Viktoriya Wise, EIR Coordinator  
2004.0588E—255 Seventh Street Project

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TO: San Francisco Planning Department, Major Environmental Analysis

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☐ Please send me a paper copy of the Final EIR.

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